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ABSTRACT

This document records proceedings of the joint hearings on the Child and Family Services Act, 1975 (bills S.626 and H.R.2966). Included are witnesses' testimony of June 5 and June 16, 1975, statements presented, and additional information (including related publications, communications, and selected tables). (SB)

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CHILD AND FAMILY SERVICES ACT, 1975

JOINT HEARINGS

BEFORE THE

SUBCOMMITTEE ON CHILDREN AND YOUTH

AND THE

SUBCOMMITTEE ON EMPLOYMENT, POVERTY, AND MIGRATORY LABOR

OF THE

COMMITTEE ON LABOR AND PUBLIC WELFARE

UNITED STATES SENATE

AND THE

SUBCOMMITTEE ON SELECT EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR

HOUSE OF REPRESENTATIVES

NINETY-FOURTH CONGRESS

FIRST SESSION

ON

S. 626 and H.R. 2966

TO PROVIDE FOR SERVICES TO CHILDREN AND THEIR FAMILIES, AND FOR OTHER PURPOSES

JUNE 5 AND 16, 1975

PART 7

U S DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

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CHILD AND FAMILY SERVICES ACT, 1975

THURSDAY, JUNE 5, 1975

U.S. SENATE,
SUBCOMMITTEE ON CHILDREN AND YOUTH AND THE
SUBCOMMITTEE ON EMPLOYMENT, POVERTY,
AND MIGRATORY LABOR OF THE
COMMITTEE ON LABOR AND PUBLIC WELFARE;
AND THE SUBCOMMITTEE ON SELECT EDUCATION,
OF THE HOUSE COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The joint hearings convened at 10 a.m., in room 4232, Dirksen Senate Office Building, Hon. John Brademas presiding.

Present: Senator Mondale and Representatives Brademas, Chisholm, Cornell, Hall, Lehman, and Pressler.

Mr. BRADEMAS. It was our intention today to begin a third and final series of joint hearings of the House Subcommittee on Select Education and the Senate Subcommittee on Children and Youth, the latter of which is chaired by the distinguished Senator from Minnesota, Senator Mondale, on H.R. 2966 and S. 626, the Child and Family Services bill and related bills.

However, the Chair understands that because of an action taken in the Senate, it will not be possible for us today to conduct a joint hearing, but we are rather sitting as the House Select Education Subcommittee here on the Senate side, and we are grateful for their hospitality.

The Chair wishes to invite any Senator who may wish to sit in on these hearings to do so.

At the outset, I want to observe that the Child and Family Services bill could prove to be of enormous significance to young children and their families across the Nation.

Briefly, most of the proposals authorize the development, implementation, and operation of programs to provide a wide variety of services including health services, counseling and referral services, screening for handicaps, prenatal services for mothers, in-home and center-based day care, and nutrition programs.

During the hearings we have held to date on the Child and Family Services bill, we have heard a great deal of valuable testimony from a broad cross section of individuals who represent the interests of children. Let me take just a moment to summarize for you some of what we have heard thus far.

First: Several of the earlier witnesses clearly demonstrated the enormous need for the services which would be made available to young children and their families by the Child and Family Services bill.

Second: Numerous witnesses stressed the importance of parent involvement in the development of programs under this proposal.

Third: Strong arguments were offered by many of those who have testified for the comprehensive nature of the Child and Family Services bill and the wide variety of services which it would make available.

And, finally, the role of proprietary, for profit, providers of services was discussed at length with several administrators of private child care centers.

These are just a few of the many important issues on which we have already taken testimony, and I am sure that the series of hearings which we are starting today will give us an opportunity to examine many other important aspects of the Child and Family Services proposal.

This morning, we are focusing our attention on the role of public schools under this proposal, and we will be hearing from several distinguished leaders of organizations representing a variety of interests in public schools.

Clearly, the public schools in our country play a major role in the physical and mental development of our children, and I look forward to the testimony of our witnesses today regarding their views on the Child and Family Services bill.

Let me conclude my remarks by noting that we have a full agenda this morning. In order to meet the constraints of time and give all of our witnesses a fair opportunity to share their views with us, I would suggest that we try to hold the statement and questioning of each witness to no more than half an hour. With this format, I think we will be able to hear from all of the witnesses, and complete our work before some of my colleagues are forced to leave in order to attend to other matters.

Our first witness this morning is Dr. Donald E. Newman of the National School Boards Association, and president of the Los Angeles school board, accompanied by August W. Steinhilber, assistant executive director, and also by Michael A. Resnick, legislative specialist for the association.

STATEMENT OF DONALD D. NEWMAN, M.D., PRESIDENT, BOARD OF EDUCATION, LOS ANGELES UNIFIED SCHOOL DISTRICT, ON BEHALF OF THE NATIONAL SCHOOL BOARDS ASSOCIATION, ACCOMPANIED BY AUGUST W. STEINHILBER, ASSISTANT EXECUTIVE DIRECTOR, AND MICHAEL A. RESNICK, LEGISLATIVE SPECIALIST, NATIONAL SCHOOL BOARDS ASSOCIATION

Dr. Newman. Thank you, sir.

I am glad to have the opportunity to tell the story of the Los Angeles school district. I want to describe our background, our assessment of our needs, our program, and to conclude by advocating prime sponsor in our program.

The Los Angeles Unified School District serves a large metropolitan area encompassing over 710 square miles which includes the city of Los Angeles itself as well as numerous smaller cities.

Ethnically, the student population within the district is composed of 2.8 Spanish-American surnamed, 24.7 black, 5.1 Asian, and 41.9

white. Educational programs offered range from early childhood through adult years.

Yesterday's newspapers indicate these figures have changed a little bit. We have a higher percentage of blacks, a smaller percentage of Spanish-Americans, and a smaller percentage of Caucasians in our district; we are gradually becoming a minority majority.

My testimony today focuses on early childhood and child development programs operated by the district.

In the Los Angeles Unified School District, over 50,000 pupils enter kindergarten each year; there are approximately 100,000 children in the prekindergarten age bracket. A large percentage of the children entering kindergartens is not adequately prepared by his experience or his training to establish patterns of success in school, thus wholesome development of the child is precluded by a succession of early failures.

The district's long-range plans are predicated on sustaining and enhancing the advantage gained by early childhood enrichment programs.

In order to bring together the resources of parents, schools, and society in a meaningful and productive combination, the Los Angeles Unified School District has taken inventory of its available resources and has concluded that it has the potential for making even greater innovative contributions in the field of early childhood development.

This conclusion is based on an assessment of present programs, availability of requisite personnel, and other relevant resources.

There is a limited number of preschool classes funded under title I, ESEA, and others funded by the State, that have been in operation for a number of years, along with a follow-through program, a long established parent-education program, a program for training high school students as paraprofessionals in preschool work, part of the career-education program, and a State early childhood education program for children in grades kindergarten through third grade levels.

As a result of these programs, there is a nucleus of qualified personnel, including teachers, administrators, staff development specialists, technical specialists and consultants, and a number of trained paraprofessionals.

Beyond the programs and personnel, the district is presently operating 82 children's centers, serving over 8,000 children, approximately half of them at the prekindergarten age level.

Our specialists have developed a substantial body of instructional material; a significant amount of such material is becoming increasingly available from commercial suppliers. We also have the staff and background to provide appropriate progress evaluation and reporting systems.

The Los Angeles city board of education and the superintendent of schools recognize that the Los Angeles City Unified School District is in a unique position because of the combination of need and existing potential for further development in early childhood education.

We are confident that the research of Regional Laboratories and other agencies, along with our experience in the field, give us potential to expand superior models of comprehensive early childhood development programs.

To list some of the programs that we do have, number one, we have children's centers, often referred to as day care centers, child care centers, or child development centers.

No. 2, we have State preschool programs.

No. 3, we have title I, ESEA, prekindergarten programs.

No. 4, we have Follow Through programs.

No. 5, child observation classes, which are parent education.

No. 6, special education programs.

And, No. 7, State early childhood education programs.

Let me begin with the children's centers.

As some of you may recall, the need for day care for children of working parents became acute immediately after the outbreak of World War II. I will not go into the history of the Lanham Act and the Federal funds available from that source.

When the Lanham Act expired in 1946, Congress appropriated no additional funds to continue the operation of the centers. The California Legislature, however, appropriated funds for the child care centers and specified that the centers were to be administered and operated by the governing boards of school districts.

For clarification, it should be pointed out that California's children's centers are defined as day care centers or child development centers operated by school districts.

Over 30 years ago under the Lanham Act, The Los Angeles Unified School District elected to operate children's centers. What began as a temporary service has become an integral part of the Los Angeles city schools, with the added provision of an early childhood developmental and instructional program.

Our 82 children's centers, under the jurisdiction of the Los Angeles City Board of Education, and the State Department of Education, provide educational, nutritional, health and social services for 8,000 preschool and school-age children, whose parents are employed or attend school. The centers operate year-round, Monday through Friday, from 6 a.m. to 6 p.m.

Our facilities, located on or near school sites, are very convenient for parents who have both preschool and school-age youngsters.

The elementary school provides formal instructional program for school-age children who attend the centers before and after school and during vacation periods. For these youngsters, the centers extend and enrich school experiences, provide opportunities for tutoring younger children, and offer personalized instruction.

Centers are funded by Federal funds from title IV-A of the Social Security Act, State appropriations, parental fees, and a child development override tax.

All children at the centers attend at the request of their parents. Youngsters from low income or public assistance families receive first priority for enrollment. They pay no fee. Fees are paid on a sliding scale from 14 cents to $1.47 per head, based on the number of people in the family and on family income.

There is no question that the welfare rolls in Los Angeles would increase by the thousands were it not for our children's center program which enables parents to work, attend school, or receive training. At the same time, their children are participating in an early childhood developmental program designed to assure continuity and success in school.

Please take note that with our 82 children's centers, we have the largest number of child development centers operated by a local educational agency in the United States and with over 8,000 children enrolled in our centers, we have at least as many on our waiting lists.

Our projection through 1979 calls for adding 19 centers to a total of 101 centers thus increasing enrollment by 12,500.

The availability and coordination of funding from Federal, State and local sources are essential.

Now, let me describe the State preschool program. In contrast to the children's center operation, which is a full-day program, the State preschool program is part-day, operating Monday through Friday, for 3 hours each day.

Forty classes of 15 children each are housed in the children's center buildings, while school-age children enrolled in the centers are attending school. In addition to the teacher, each class has an education aide and a parent or community volunteer.

This program, serving 600 children, is designed to help preschool children, 3 years 9 months to 4 years 9 months of age, attain physical, social and intellectual development commensurate with their ability. The children come from economically disadvantaged families or families where a language other than English is spoken in the home.

The next programs is also for prekindergarten children but receives Federal funding under title I of the Elementary and Secondary Education Act of 1965.

ESEA, title I, prekindergarten classes are operated by our district in title I schools. There are 92 classes each with 15 pupils, a teacher, an education aide and a parent volunteer.

As in the State preschool classes, children served are from economically disadvantaged families, many of whom speak a language other than English in the home.

Comprehensive educational, health and nutritional services are provided for 1,380 children. Emphasis is placed upon parent participation and involvement in this program.

Follow Through is another early childhood education program intended to build upon the gains made by children who attended Head Start classes.

Federally funded by the Economic Opportunity Act and the Elementary and Secondary Education Act, Follow Through serves 3,500 children from low-income families. The children are enrolled in kindergarten through the third grade.

Follow Through is a research and development project utilizing three instructional models, one of which is bilingual. Parent participation is a vital component of this program.

We also feel that there is an important link between early childhood education and parent education. There are currently 4,200 adults and 6,300 preschool children participating in child observation and kindergarten preparatory classes.

These classes operate within our career and continuing education division and provide parent and preschool child with 3 hours of education each week. There are 140 of these district-funded classes.

State and district funds provide special education for younger children who are mentally or physically handicapped. In addition, we have begun the planning phase of a new project which will integrate handicapped children into children's centers.

Inservice training of professionals and paraprofessionals is now in progress.

California's State early childhood education program is a product of State Superintendent Wilson Riles' efforts to restructure the public school system by convincing the State legislature to make a long-range commitment of funds for the early grades—kindergarten through grade three.

The Early Childhood Education Act of 1972 requires that parents, school staffs, advisory councils, and communities participate in planning, implementing, evaluating, and modifying the program. Continuous pupil progress through personalized instruction is emphasized. This year, 89 of our elementary schools are serving nearly 30,000 children. Since other agencies are operating child care services careful program coordination can avoid duplication of services and help serve unmet needs.

Just a word about personnel.

Teachers, paraprofessionals, education aides, and volunteers work together in our early childhood education programs. Since a low child/adult ratios is required to meet individual needs, the utilization of an instructional team promotes the career-development concept and permits a cost-effective operation. Preservice and inservice training for all personnel must be a high priority.

With the exception of our children's center program, all of the early childhood education programs are located in school buildings. I will describe, therefore, the children's center construction program.

Since 1960, when the legislature authorized the children's center permissive override tax—renamed child developed permissive override tax in 1972—the Los Angeles Unified School District has constructed 53 new or replacement facilities. These buildings are designed specifically for the operation of child development programs.

The district is presently engaged in an extensive building program to replace present facilities which do not meet earthquake standards and to provide 19 additional facilities to help meet current need. There are approximately 8,000 children waiting to enroll in the existing centers.

Completion of the current building program will provide 19 additional facilities over the next 4 years. Each building, exclusive of any land purchase costs approximately $350,000.

In conclusion, because of the commitment, experience, investments, and capability of providing early childhood education and child development services, the Los Angeles Unified School District anticipates becoming a prime sponsor pursuant to the passage of the Child and Family Services Act of 1975. Indeed, it would seem that our district is already operating well-established model programs which could be replicated throughout the country.

In my opinion, those school districts who so desire would be ideal prime sponsors because of their fiscal policies and accounting procedures. Accountability for expenditures of Federal funds would be assured.

Thank you for the opportunity to address this important committee on a topic of great interest and concern to the citizens of our country.

Mr. BRADEMAS. Thank you very much, Dr. Newman.

I did not wish to interrupt your very thoughtful statement, but the Chair would reiterate and remind witnesses that they were requested to summarize in no more than 5 minutes their statements, otherwise, as you can see, we just will not have any chance to put questions to you, and other witnesses will be denied an opportunity to be heard.

I am sorry, but we just do not have that much time.

Did you wish to be heard, Mr. Steinhilber?

Mr. **Steinhilber**. Yes, Mr. Chairman.

My first request is to ask that my statement be placed in the record, and I will summarize very briefly the comments of the National School Boards Association.

Mr. **Brademas**. It will appear in the record as though read at the conclusion of your summary.

Mr. **Steinhilber**. We brought Dr. Newman to Washington to demonstrate that school districts in the United States have the capability, the staff, and the facilities and are ideally capable of performing some of these needed child care services.

I would also like to point out that we do not have what I will call a vested interest.

For example, Dr. Newman here is a medical doctor who took time off from his practice to be here with us this morning. This is typical of most school board members. Thus, we are speaking here as unpaid volunteers who are trying to render a service to the children of our country.

As far as our comments on the excellent draft of the bill that has come in, S. 626 we would say, for the most part, we find no objections and would make certain modifications therein.

I think there is a problem of coordinating educational services performed by those other than local education agencies. In some school systems there have been difficulties when a youngster who has been part of another educational system comes into the public school. There has been a transitional period.

We would like to see coordination guaranteed.

We obviously wish to become LEA's if LEA's become prime sponsors, and have a possible impact on any educational program that is developed by others.

Those are our primary comments. The statement I submitted has a few others.

Mr. **Brademas**. Thank you very much, Mr. Steinhilber, and thank you for your very carefully prepared and thoughtful statement.

Let me ask you two or three questions.

You assert, Mr. Steinhilber, that schools are equipped to provide the services and facilities necessary for the programs authorized under this legislation. However, are schools really equipped to provide the full range of services necessary for quality child care, including health, nutrition, family support services, and all the non-day-care elements of the legislation, including early medical screening and diagnosis, prenatal health services, and in-home services?

Maybe your schools are different from the schools in my hometown.

Mr. **Steinhilber**. Once again I almost have to go back to my presentation.

At the beginning of the formal presentation, I indicated that most school districts in the United States are not capable of providing those full range of services. We are basically seeking to have only the educational components of day care.

It is also true that because of title I some of our large school districts, have developed capabilities in providing services beyond strict educational services.

But I would come back to my statement to say that for most school districts we are talking only of the educational component, and our statement only speaks to that.

Mr. **Brademas**. Thank you. That is very helpful.

[The prepared statement of Mr. Steinhilber follows:]

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Statement on behalf of

National School Boards Association

(in addition to statement by
Donald D. Newman
President, Board of Education
Los Angeles Unified School District)

by

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on

H.R. 2966, Child and Family Services Act

before the

Subcommittee on Select Education
Committee on Education and Labor
United States House of Representatives
and
Subcommittee on Children and Youth
Committee on Labor and Public Welfare
United States Senate

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Mr. Chairman, my name is August W. Steinhilber, and I am the Assistant Executive Director for Federal Relations of the National School Boards Association. I am accompanied today by Michael A. Resnick, Legislative Specialist for the Association.

The National School Boards Association is the only major education organization representing school board members -- who are in some areas called school trustees. Throughout the nation, approximately 80,000 of these individuals are Association members. These people, in turn, are responsible for the education of more than 95 percent of all the nation's public school children.

Currently marking its thirty-sixth year of service, NSBA is a federation of state school boards associations, with direct local school board affiliates, constituted to strengthen local lay control of education and to work for the improvement of education. Most of these school board members are elected public officials. Accordingly, they are politically accountable to their constituents for both educational policy and fiscal management. As lay unsalaried individuals, school board members are in a rather unique position of being able to judge federal, state and local relationships, such as the "Child and Family Services Act," purely from the standpoint of public education, without consideration to their personal professional interest.

In this regard, the National School Boards Association adopted the following resolution at its annual convention last April:

> The National School Boards Association urges that Congress give increased attention to the matter of federal financial assistance to public schools for the encouragement of early childhood development programs. The NSBA further urges coordination of the educational component of all early childhood programs with the public schools. The NSBA feels that early childhood programs are basically educational in nature and, as such, grants under these programs should be made available to the school districts first.

Mr. Chairman, the National School Boards Association supports the overall objectives of the Child and Family Services bill -- especially to the extent that it would provide pre-school education, not just custodial services, for the children it covers. However, there are several points with regard to the delivery of such educational services which will require some modification if the program is to fit into the existing operations of local educational agencies. Although the bill also provides a full range of services in areas outside of education, with your permission, we would like to confine our remarks to our sphere of responsibility.

A. Role of Local Educational Agency in Development of Plants

The bill makes funds available to the field through prime sponsors, which, for the most part, consist of states and general purpose units of local government. Although section 102 (a) enables local educational agencies to also apply as prime sponsors, section 107 suggests that, generally, LEA's will receive federal funds as "project applicants" -- either directly from the Secretary or indirectly from a prime sponsor. Given the responsibilities upon prime sponsors to coordinate services, we are not suggesting that the LEA role should be other than that of a project applicant in most cases. However, in light of both the importance which the education function bears to the overall purposes of the bill, and the need for the LEA to coordinate pre-school services with its established activities, it is vital that local school systems be guaranteed an opportunity to participate during the policy formation process.

In this regard, neither the Child and Family Services Councils (which are established by local prime sponsors), or the local program councils (which are established by state prime sponsors), requires the membership of an LEA representative from the area to be served. Indeed, the only role envisioned for the LEA is provided by section 106 (c)(1), which states that the educational agency shall have an opportunity to submit comments to the prime sponsor and to the Secretary. While such an opportunity to comment should be in the law, the LEA should also be involved in the dynamics of the Child and Family Services Council activities -- especially since, under section 105 (b)(3) such councils are responsible for approving Child and Family Service plans.

Perhaps the need for such participation could be made clearer by example. In the case of federal program administration, most of the school districts which would be involved in early childhood services are already running ESEA Title I programs and may soon be receiving programs for handicapped children under H.R. 7217. We do not believe that the full benefits of these programs will be realized unless every opportunity is given to the LEA to coordinate its grants and operations.

Finally, LEA participation on councils would seem consistent with one of the basic purposes of the bill, which is to design programs "to extend Child and Family Service gains (particularly parent participation) into kindergarten and early primary grades, in cooperation with local educational agencies" (section 102 (b)(2)(I).

B. Public School Priority

In designating the state and general purpose units of local government as prime sponsors, the bill, in effect, is establishing a priority for these governmental bodies to oversee the program. Restated, H.R. 2966 correctly creates a presumption that governmental bodies are better equipped for meeting the general responsibilities of the program than are other agencies and institutions.

In contrast, the local educational agency is not given the same clear presumption over other organizations seeking to provide the educational component of the program. Given the fact that the public school systems will eventually be responsible for educating most of these children, there is a strong case of continuity creating such a presumption for the LEA. Furthermore, since the bill will definitely be serving children under six years of age, at least with respect to kindergarten and perhaps first grade children, the bill seems to be creating a non-public school voucher system -- to which we are opposed. By way of compromise, if the bill gave LEA's the right of first refusal over the education component, any weakening of the kindergarten or first grade programs caused by federally funded non-public schools then would be an affirmative choice of the LEA.

Finally, in any instance in which the LEA is not operating the education program, we would urge that the bill require project plans to be approved by the local school system, either in addition to, or as a part of, the parent policy committee process. To do so would service the needs of continuity and quality in the educational process and would also further the possibilities for cooperative arrangements and assistance from the public schools.

C. Child and Family Service Plan Requirements

We note that one of the Child and Family Service Plan requirements is to "meet the needs of all children, to understand the history and cultural background of minority groups within the prime sponsorship area" (section 106 (b)(8)(B). In this regard we question the extent to which school systems would be able to provide -- and the extent to which pre-school children would be able to comprehend -- a history and cultural background of minority groups in the area. We are concerned that this provision raises unrealistic expectations. We also question the wording "to meet the needs of all children." If this wording is intended to include school-age children who are not participating in the program, substantial funds would be required and serious community disquiet could arise as to school board responsibilities for curriculum development.

Perhaps the above-mentioned problems would be cured if the bill required only that plans "address the needs of children participating in the program" rather than requiring plans to "meet the needs of all children."

In addition, H.R. 2966 states that Child Development Plans must be operated so as not to deny employment to any person who fails to meet teacher certification standards and that there be a career development plan for professional training, education, and advancement on a career ladder (section 106 (b)(10) and (11). Although local school boards encourage all qualified persons to apply for employment in the program, this provision may create problems within the context of state law and existing teacher contracts. Furthermore, if the qualifications of two applicants are otherwise equal, the language prohibiting a denial of employment soley due to the lack of teacher certification appears to create a bias against those applicants who are certified.

D. Development of Project Application

Since most of the LEA involvement in the program would be in the capacity of a project applicant, a few comments as to the requirements of same should be made.

Project applicants, like prime sponsors, must establish a public committee, which in this instance is called a "parent policy committee" (section 107 (b)(2). However, unlike Family and Child Services Councils, these committees have responsibilities for approving such additional pre-school activities as basic procedures, personnel, budgeting, location of centers and facilities, and the overall conduct and direction of the program. While these requirements, if limited to the context of early child development are attractive, we are concerned that within the context of operating an entire school system they invite administrative problems. Perhaps the intent of the additional requirements can be met if the LEA, as a project applicant, gave the assurance that guidelines for these operative facets be developed.

E. Standards and Evaluation

Thus far, Mr. Chairman, our remarks have addressed Title I of the bill, which deals with the delivery of Child and Family Services Programs. Since many of the operative features of the other titles are outside of our immediate area, I will only touch upon them in brief.

With respect to Title II, which relates to standards and evaluation, we would urge, as a part of HEW's guideline promulgation process, that the bill require a reasonable period during which the public would have an opportunity to comment. Moreover, because of the priority objective to provide education services to pre-school children, as well as the effect which the provision of those services would have on the operation of LEA's, we urge that the bill require school board representation on both the Special Committee on Federal Standards for Child Care and the Special Committee for Developing a Uniform Code for Facilities.

F. Construction, Research, and Training of Personnel

Turning to Titles III and IV, we support the notion of providing federal grants for construction, research, and the training of personnel. At the same time, in terms of priorities, we believe that Title I program funds should be delivered to the field immediately. Therefore, we also support the approach taken by the bill to fund Titles II and III as separate line items -- hence avoiding the dissipation of Title I funds to these other valuable but costly needs.

G. Concept of the Bill

By way of general comment, two obvious questions which the design of the bill raises relate to the cost of funding and to the bureaucratic mechanism established.

Although the bill is costly, to the extent that it frees-up parents to return to the work force and can be used to employ parents, reduction in the welfare roles will be somewhat of an off-setting factor. In terms of the youngsters served, since children are affected most by the educational services received in their earliest years, this bill may be able to off-set additional remedial expenditures for them in later years, and more importantly, improve their productivity as adults.

It could be argued that the bill would expand the federal bureaucracy and would add to the red tape at the local level, whereas a simple tax rebate or negative income tax to the parents involved would do neither. However, on balance, the institutional grant approach of H.R. 2966 does have the advantage of ensuring that those agencies which are best qualified to run programs will be given the first opportunity to do so and that a full range of service will be provided.

Conclusion

Mr. Chairman, the National School Boards Association is generally supportive of the Child and Family Services bill. We are concerned however, that 1) local educational agencies are not given the right of first refusal over the educational component of the service plan; 2) local education agencies are not given an opportunity to have policy input into the education component of plans operated by non-LEA's of the area served; 3) local education agencies are not explicitly a part of the policy formation process regarding the development of such plans; and 4) local education agencies are not explicitly a part of the federal process for developing the various federal standards and code requirements. It is our view that the needs of the children are too great for there to be any opportunity to by-pass the involvement of the LEA.

Mr. Chairman, on behalf of the National School Boards Association, I wish to thank you for this opportunity to testify.

Mr. **Brademas.** Dr. Newman?

Dr. **Newman.** Other than the home care services you just mentioned—and I am not so sure we could not provide that—our school district provides all of the health and nutritional needs you mentioned.

In California we have a school nurse specialist program, and in our district we have 31 school nurses who have been trained in health evaluation by the local medical school. This September, we are beginning a health screening program for kindergarten through third grade. We plan to expand this program as soon as possible.

We can provide those services.

Mr. **Brademas.** I have one other question.

I have many other questions, but I want to be sure other members have a chance to ask their questions.

You may have heard about a story in the Wall Street Journal last week, pointing out the financial problems of public school systems, as well as private school systems, throughout the United States.

One of the things mentioned, for example, is a State, such as New Jersey, which is under court order to equalize educational expenditures within the State.

Could schools provide the moneys necessary for the 21-percent local match in the proposal?

Mr. **Steinhilber.** If it happened in Seattle, there is no question that Seattle would have a difficult time coming up with their 21 percent since they lost 40 percent of their operating budget within the last 6 months.

In that case, the education component could very readily be performed by someone other than the LEA.

All we ask is that the LEA have a chance to look at both educational component and its development so there is no problem of transition once a youngster gets to the first grade.

But, in a great many school districts, they will view this as an effort to gain greater voter support, and this is one of the methods by which that can occur.

Mr. **Brademas.** Thank you very much.

Mrs. Chisholm.

Mrs. **Chisholm.** Thank you very much, Mr. Chairman.

You asked the basic questions I was going to ask the gentlemen, that is, are schools in the position to provide the indepth services and ongoing counseling, all of the guidance and supervision necessary in the family unit that is fundamental to the day care concept?

Are schools in a position to provide those kinds of services?

Second, why do schools need to be mandated as the exclusive agencies when they have every and equal opportunity to be chosen as a sponsor along with other agents?

Why must this be mandated in the legislation?

Are schools really prepared to adopt schedules that take into consideration the total needs of families in given communities?

Are schools ready to operate perhaps from 7:30 a.m. until 6 p.m.? Are they going to be in that position?

Would they be that flexible?

One assessment I would point out to those advocating placing day care in the public school system is that it is not just a question of providing what is necessary for these children, but addressing ourselves to the total family component which has been one of the most important concerns of this legislation.

I know I have asked you a potpourri of questions. Maybe you can address yourself to some of the issues I have raised.

Mr. STEINHILBER. I would like to answer at least one, and then we can all comment until we have answered all the questions.

One of the questions we had about the bill concerns the whole concept of prime sponsor.

The prime sponsor almost uniformly has been defined in terms of the general purpose of the unit of government. I would like to comment on what the general purpose of units of government is.

Supposedly, the general purpose of a unit of government, like a city, or county government, is to bear responsibility for all services. Yet, on examination we find the general purpose units of government, by and large, have no responsibility for education.

So, are they not really a special purpose unit of government?

We have special purpose units of government with no responsibility for mass transit because it is up to the transit authority. I would almost turn the question back.

If a general purpose unit of government is given responsibility for education, what is its expertise?

I think this is one of the critical questions we are going to be asking, not only on this piece of legislation, but on all others. Granted, we do not have the capability of offering all desirable services in 16,000 school districts. I would be misleading if I said we have full capability; this is not true—we are saying we do have a capability, and some of the large cities have more than a simple capability, indeed are trying to do exactly as you say, take a look at the entire family picture.

Dr. NEWMAN. I think , that after 30 years of experience, in providing services from 6 in the morning until 6 at night for working parents and parents in training, the Los Angeles Unified School District has that capability. It is there already in many, many centers, in 92 centers with our adult education, child observation, our advisory councils.

In almost every single school, we have this family unit that you are speaking of, and we pride ourselves on that.

As far as the prenatal services at the moment we are only finding that our pregnant girls' schools, and some of our adult education courses are providing some prenatal training.

The only thing that is missing so far is the in-home service.

Mrs. CHISHOLM. Just one other question.

You mentioned parent participation and parent involvement.

What is the nature of this?

I know you are speaking with respect to your local school district. I am cognizant of that. But what is the nature of parent participation and parent involvement in your programs in Los Angeles?

Dr. NEWMAN. Every teacher has a parent advisory council. It is composed of parents, staff, and community people. By mandate of the school district, about 51 percent of those have to be parents with children in that school.

Also we give community people the opportunity to become paid aides in our school districts, either 3-hour aides or 6-hour aides. We have over 15,000 volunteers in the school district, parent volunteers. I think that is part of it.

Also, built into these programs is the parent professional training that is for community people and students.

Mrs. **Chisholm.** You do approve of the fact that in our bill our councils and our committees should continue to have real parent involvement?

Dr. **Newman.** Absolutely.

Mrs. **Chisholm.** Thank you, Mr. Chairman.

Mr. **Brademas.** Mr. Pressler.

Mr. **Pressler.** I would like to ask a two-part question, if I may, and it is my only question.

In my district, many schools are in towns of 500 or 600 people. How, then, can we implement this program when a high school has a total staff of six faculty members, and a grade school perhaps about the same?

Much of eastern South Dakota is this way, as perhaps are other parts of the country.

Are you talking more in terms of big urban center programs?

Could we carry this out in our small towns?

Dr. **Newman.** In California, of course, and even in Los Angeles County, we have many small school districts. I am the president of the Los Angeles County association. There are 95 school districts in the county. Los Angeles is one of them. We have some that are very small, maybe 10 schools, and 1 middle school, and they join some other groups to make a high school district.

They do pool their resources. Possibly by providing some transportation, resources could be more centrally located.

Mr. **Pressler.** It is difficult to pool the resources of schools that are 30 to 40 miles apart, and it is difficult to transport 2-, 3-, 4-, and 5-year-old children by bus.

Mr. **Steinhilber.** I believe you have raised a very profound question. We should look to a very similar problem, the question I had when we were reviewing this legislation.

Are there any other facilities available; how are the school facilities used now? We find, for example, that some of those same small districts are running breakfast and lunch programs for the elderly.

Indeed, some of those particular areas seemed to have more community involvement than some of our major urban centers.

I think an educational component can be run in those places. Indeed, I would say that the school there could, by cooperative arrangement, run the education component, while other agencies would pick up some of the other components.

Mr. **Pressler.** That is an excellent answer. Thank you.

Mr. **Brademas.** Mr. Lehman.

Mr. **Lehman.** Thank you very much, Mr. Chairman.

I just want to ask you two quick questions. I wonder how you view the role of the advisory committee established by this legislation.

Do you have such a committee in Los Angeles? Do you suggest that such committee be composed entirely of parents of the children involved?

Do you suggest that these advisory committees be comprised of citizens who are not involved as parents of young children?

Dr. **Newman.** Our advisory councils are made up of the majority of parents, some community people, and staff of the schools.

I view them, and the majority of our board view them, as advisory to the principal.

Mr. LEHMAN. May I interrupt you?

Do you think this legislation should mandate advisory councils or committees for this type of program, or do you think that should be left to the discretion of the individual school systems?

Mr. STEINHILBER. If I might speak to this, Mr. Lehman.

Our problem with advisory committees is that every piece of legislation going through now has one or more, and any school system that is "worth its salt" obviously involves the parents.

Under title I, for example, we have a district wide advisory committee.

Mr. LEHMAN. Let me interrupt.

If you were voting, would you support or reject a provision for mandating advisory committees as part of this legislation?

Mr. STEINHILBER. I would say I would vote down only because I would——

Mr. LEHMAN. You have answered the question.

Dr. NEWMAN. We would have no quarrel with mandating advisory councils because we already have them.

Three years ago, our board mandated advisory councils; before they were voluntary.

Mr. STEINHILBER. I am not voting down advisory councils as such. I am just saying that one could serve more than one purpose.

Mr. LEHMAN. It would concern me if I thought there was going to be a proliferation of advisory councils.

I wonder whether we should leave it to the school boards.

Have you any data on how day care is working? Is there information concerning following the young children that are going into this program through the second and third grades?

Dr. NEWMAN. We do have the data in our school district.

We are convinced that the follow-through program has been successful. In fact, we follow from kindergarten through third grade.

Mr. LEHMAN. I would like you to mail me a capsule of the record and perhaps I will have it inserted in the record. I think it would be useful.

Mr. BRADEMAS. Mr. Cornell.

Mr. CORNELL. Mrs. Chisholm preempted me on a matter in which I am very interested, and that is that parental participation and involvement.

I notice that you did mention that each one of the child centers had a parent advisory council.

Mr. STEINHILBER. Yes.

Mr CORNELL. I would like to know if that is a nominal thing, or is there real active participation?

Dr. NEWMAN. Just as in any type of organization, there are some that are extremely active and there are some that have difficulty in keeping together.

In some of our schools, for instance, we have a very transient population, and by the time summer is over, all those people on the advisory council are gone, and the principal has to recruit some others.

We have others that are extremely stable. We have one that has 13 attorneys on the advisory council, an extremely stable community.

Their problems are different from the problems of some of the schools. For instance, where I live, 90 percent of the people are Spanish speaking.

Mr. **Cornell.** I am not going to comment on your remark about stability with attorneys, but another point—I gather from what I read here that you have 82 child centers.

Dr. **Newman.** Eighty-two, yes.

Mr. **Cornell.** What percentage of that is day care centers or child care centers?

In other words, how many are run by private nonprofit organizations and how many are run by commercial enterprises?

Dr. **Newman.** I really have no idea. My guess is that maybe there are twice as many, if not more, private agencies of one type or another, all over the Los Angeles area.

Mr. **Cornell.** How do you feel about Federal funds being used for commercial day care centers?

Dr. **Newman.** Public funds be used?

Mr. **Cornell.** No.

Dr. **Newman.** I am involved in public education, and I think that is where the taxpayer's money should go. We run an educational system, and we believe that child care centers are educational, not just babysitting enterprises.

Mr. **Cornell.** One last question.

I noted on page 7 of your testimony you referred to special education for the mentally and physically handicapped.

Do you have any idea of the total percentage of those within your area that are mentally and physically handicapped who are receiving such care?

Dr. **Newman.** Here we are talking about the preschooler. Only a very small percentage are being handled because of the difficulty in busing them to the centers. Many parents do not like to release their children to these facilities. They would rather take care of them at home.

But it is a very small percentage of those that are really needing this facility.

Mr. **Cornell.** Thank you very much.

Mr. **Brademas.** Mr. Hall.

Mr. **Hall.** I have no questions, Mr. Chairman.

Mrs. **Chisholm.** Mr. Chairman, I have one question, following up on Mr. Cornell.

You mentioned that the prevalence of all these lawyers may be giving a kind of stability to your board, and constantly spoke about parent participation, parent involvement, what I want to know is what is the nature of the participation and the assistance of the parents of these children in the centers?

One of the benefits we have found in many of the day care centers, for example, in New York City, is that many of the children do much better when they enter the public school situation—you can pick them out from those who have had no prior experience. This is because the parents have been counseled, and given guidance in the kinds of things that are necessary to alleviate strife in the family.

I am not interested in parent participation from the theoretical standpoint. I want to know what services are given to the parents of children in the centers to help assure constant and persistent growth in a family which might otherwise fall apart.

Do you have that kind of service?

Dr. **Newman**. I think that where we have the best opportunity to see evidence of this is in our title I schools where the parents are involved in inservice training and participating in many, many classes as observers.

Many of the advances in our reading programs and other programs in our district are because of the parent involvement. The parents become more sophisticated—I am speaking of poverty parents—about the budget and school board problems than many of our board members. They are extremely knowledgeable about these things. I see the evidence there.

Our parents are involved and participating and advising but not controlling. I think that is the difference. The board has developed a document on advisory council policy.

I would be glad to send one of those to you if you would like. That would show you in general what the board's feeling is about participation by their council.

Mr. **Cornell**. One more question, along the same lines.

I believe you mentioned in response to Mrs. Chisholm's first question that there were about 15,000 parent volunteers?

Dr. **Newman**. Yes. These volunteers may be parents, or may be from the elderly. We have adult programs, we have a grandparents program. We are encouraging the elderly to come back into the schools, to tutor, and to be there on the campus.

There are probably better than 15,000 organized volunteers.

Mr. **Cornell**. Have you any idea how many of these are actually parents of children in the centers?

Dr. **Newman**. The majority are. A very small percentage are just citizens in the community who want to help, or are senior citizens who we encourage to come into the schools. The majority are parents.

Mr. **Brademas**. Thank you very much, gentlemen.

Dr. Newman and Mr. Steinhilber, we are very grateful for your thoughtful testimony.

Our next witness is Mr. Ray Peterson, director of Federal Relations of the Council of Chief State School Officers.

STATEMENT OF RAY PETERSON, DIRECTOR OF FEDERAL RELATIONS OF THE COUNCIL OF CHIEF STATE SCHOOL OFFICERS

Mr. **Peterson**. Good morning, Mr. Chairman and members of the committee.

I am Ray Peterson, director of Federal Relations of the Council of Chief State School Officers, representing the superintendents and commissioners of education in all the States and extra-State jurisdictions, who wishes to assist the committee in its efforts to provide assistance to the States for early childhood and family services.

The Council of Chief State School Officers' policy statement of November 1974, recognizes that the quality of early childhood experiences in both home and school is of critical importance to the development of the child. Therefore, CCSSO strongly urges that preschool programs have an educational component and that State education agencies assume leadership positions in the planning of these programs.

Given the States' intent to extend services to young children not now currently served, and given the capability of State agencies to participate in this program, the bill is particularly timely because of the severe fiscal difficulties currently being experienced in many States.

As the committee is aware, States like Connecticut and New Jersey are facing deficits close to a half billion dollars. In Washington State the fiscal problems in the Seattle area are of such magnitude as to threaten the continued operation of the public schools. In other States, like Minnesota, forecast fiscal surplus is disappearing.

The concepts and operations provided for in the bill involve many unanswered questions. Some uncertainty exists among the professions and the public as to the appropriate settings and the most effective comprehensive service programs appropriate for very young children.

The necessary governmental and administrative coordinating mechanisms are yet to be proven. Given these questions, the bill provides an appropriate range of alternative settings and programs. We support the multiple agency services concepts.

The bill also provides, in our opinion, a reasonable level of funding, an appropriate planning year, and reasonable matching requirements. While we support the bill's emphasis on coordination of multiple services by units of general government, we do have substantial questions concerning the Federal-State-local administrative mechanism, the sponsor-client governance arrangements, and the adequacy of the bill's provisions for supporting and strengthening educational agency contributions to the programs.

We agree with the testimony of Mrs. Edelman of the Washington Research Project Action Council, that another look at the role of the States is needed at this time.

We, of course, cannot support provisions which relegate applications submitted by States for prime sponsorship to a second priority.

While few States currently have resources to initiate prekindergarten programs, I believe the evidence is clear that the Governors and chief State school offices in many States are advocates for early childhood programs, and wish to support this bill.

It is also clear that Governors and chief State school officers have in recent years instituted with State funds childrens' programs which your committee has advocated at the Federal level, such as assistance for the handicapped and the non-English speaking.

The Congress would find that adequate participation by the States in this bill would stimulate similar growth of State support for early childhood and family services. The States are moving rapidly to develop more progressive revenue sources, and to use State funds to equalize opportunities for children.

The prime sponsorship provisions in this bill would ignore these trends, and emphasize locally based programs which those jurisdictions cannot support in the long run.

Sections 104(b)(c) should be rewritten and merged in order that the Secretary give first review to prime sponsorship plans submitted by the States, and approve those State or local plans which will provide the highest quality of services to all areas in the State, reflect the most cost-beneficial cooperative efforts between jurisdictions and agencies in the State, and otherwise meet the requirements of the bill.

Turning now to project applications, we support the bill's intent to assist a diversity of project contractors. This diversity is necessary to provide a range of services, in widely differing sites such as homes or places of employment, and flexible scheduling and staffing.

However, we believe that some form of priority or preference should be assigned to project applications from State or local education agencies. No other public or private agency has equivalent facilities, staff, or management capacity in place in every community.

We would further propose that a specific first priority be granted to project applications from State or local governmental agencies proposing to utilize available space in existing public buildings or to employ licensed or certified professionals; this provision would make the best use of existing resources in a time of economic difficulties. It would also stretch the resources being provided in the bill without conflicting with any other provision of the bill.

Turning just briefly to the child and family services planning, we are concerned that the bill will not fund early childhood education programs which would be put into competition with such programs and services already offered in certain areas by State or local education agencies. This conflict could occur particularly with reference to kindergarten programs for children at age 5, but in certain areas prekindergarten programs offered by the public schools are also available.

The intent of the bill is, we think, to expand rather than duplicate coverage. We would suggest, therefore, that in section 106(c), a provision be added after subsection (1) to the effect that the Secretary shall not approve a plan to provide services which would duplicate services already being offered free to all children by state or local education agencies with regard to the child and family services councils and parent policy committees which this committee has already discussed with previous witnesses.

We also have problems in this area. Let me hasten to say that we support the concept of parent involvement.

Also we would suggest briefly that local or State labor boards of education be guaranteed representation on the councils or the committees, and second, that the councils or committees in cases where the States or locals are prime sponsors they report through those duly constituted boards.

We would suggest a specific review of any appeal on the part of these councils or committees by the Secretary in order that the authority which you provide would be further protected by the Secretary's power to withhold funds.

The intent of this provision would not subvert the bill's intent with regard to the participation of parent and community members in policymaking for these programs, rather, it is an attempt to bridge the governance gap which exists between such congressionally mandated committees and the unique lay board structure of public education in the United States.

Mr. Chairman, I have other suggestions in the bill regarding the home and the use of LEA's, and the National Institute, and the committee can take those under advisement.

Thank you.

Mr. BRADEMAS. Thank you very much, Mr. Peterson, for a most useful series of suggestions.

I would just ask you if you can make a generalized comment on this question.

To what extent do States provide, from State tax dollars, support, for, to use the phrase in your testimony, prekindergarten programs at this time?

Could you give me an answer in terms of percentages of State tax dollars that go for public education? What percentage of State tax dollars would go for public education for prekindergarten programs?

Mr. Peterson. The best data I have is that there are 35 State supported kindergarten programs, 9 State mandated optional kindergarten programs available to all at the the discretion of the parent, and 13 States have some State support for prekindergarten programs.

Mr. Brademas. Thirteen States have some support for prekindergarten programs?

Mr. Peterson. Yes.

Mr. Brademas. Have you any idea about what kind of money we are talking about in those States?

Mr. Peterson. I really do not, Mr. Chairman. I would be glad to try to get that material for the committee and supply it.

Mr. Brademas. The thrust of my question obviously is to suggest that there has not exactly been a stampede by the States to vote State tax dollars for the kinds of programs that this legislation would provide.

Do you have any comment on that?

Mr. Peterson. No; but I think, Mr. Chairman, the record is clear that more and more Governors and chief State school officers are developing programs for children, and it is clear to us that the Federal programs that have been developed in the past, for example, in the area of bilingual or handicapped education, have perhaps served as catalysts to generate State funds for these programs.

It is clear in a number of States, such as Massachusetts and California, that these programs are going to be supported by State funds following the catalytic effort of the Federal Government.

So that while the States are presently laboring under severe fiscal burdens, and as you know, New Jersey, for example, is running a half billion dollars deficit even without the school equalization program—the same in Connecticut, you have heard from Seattle—I believe the States are making some effort, and that this bill would serve to stimulate further effort on behalf of the States.

Mr. Brademas. Thank you, Mr. Peterson.

Mrs. Chisholm?

Mrs. Chisholm. Thank you, Mr. Chairman.

On page 5 of your statement you indicated:

> However, we believe that some form of priority or preference should be assigned to project applications from state or local education agencies. No other public or private agency has equivalent facilities, staff, or management capacity in place in every community.

Granted that you do have these facilities, that you do have staff, that you do have the management capacity, somewhere along the line, I get the feeling that the overall and overriding concern is not that of looking at the total picture, viewing the family as a unit, and giving them comprehensive services' such as indepth counseling, prenatal care, homemaker services—multidiscipline services that could help strengthen the family unit.

One gets the feeling that people are only talking about the facilities, about the teachers, about the staff, and are overlooking the role these day care or child care center programs play in giving stability and strength to family units.

What bothers me today is that the schools seem to be asking the Congress to mandate that they be sole operating agencies when they have equal opportunity along with other organizations to be chosen as operational agencies by the State.

Can you address yourself to that?

Mr. PETERSON. My testimony does not state that schools should be chosen or mandated. We are merely suggesting that we support the multiple support services concept in the schools, that the schools have facilities and staff which can be used as part of the program, which the bill outlines.

We understand that this would require extensive additional staff, additional services, if the schools were to be used in providing day care.

As I pointed out in the beginning, there are many unanswered questions concerning how these services would be put together anywhere whether in the school, hospital, or local service agency.

It would be difficult and time consuming. We are merely suggesting that the schools have the facilities, and the staff resources available, which could be used as a part of the multiple services outlined.

We do feel that many communities can show that schools are already significantly involved with the parents and the communities. Many title I schools have outstanding programs where parents and health authorities and other applicable social services are involved already.

I think your bill requires adequate demonstration of that kind of capability.

We are not insisting that the schools be given authority without such a demonstration.

Mrs. CHISHOLM. I thank you, Mr. Chairman.

Mr. BRADEMAS. Mr. Lehman.

Mr. LEHMAN. I want to thank the gentleman for his indepth and very interesting testimony. I have no questions.

Mr. BRADEMAS. Mr. Cornell.

Mr. CORNELL. I have just one question.

In reference to the remarks on pages 6 and 7 about the role of local school boards, I was concerned about whether you disagreed with the provisions of the bill to expand participation of parents of children that are being served in the program?

Mr. PETERSON. No, not at all, Mr. Cornell.

It is clear that dealing with very young children requires significantly more involvement of the parents in decisionmaking and program choices, and we support that concept of the bill.

We have worked with the committee in other areas, to suggest similar mechanisms for providing policy input by other groups who wish to have more influence on local boards or State board decisions, but what we are saying is that the Congress must take a look at what it is legislating with regard to advisory councils and auxiliary policy committees. In some cases it becomes almost impossible for a chief State school officer to adequately discharge his responsibilities. Many of them spend a majority of their time representing themselves to policy and advisory councils that have been mandated in legislation.

We are suggesting there are ways to bridge that gap—to have the kind of mechanism that you want for additional parent participation in decisionmaking, but at the same time integrate that with the legally constituted boards.

There is a very serious question about delegation of authority raised by some of the provisions of your bill with regard to vocations, choice of directors, and that sort of thing.

We are suggesting that the gap between the two bodies be bridged either by representation of the regular boards on your councils and committees, or by reports by your councils and committees through the duly constituted boards.

I think there are ways to bridge this gap so that Congress can be satisfied that it is getting the parent involvement, while local boards and administrators are not rendered incapable of discharging their duties because of the additional administrative mechanisms proposed.

Mr. CORNELL. Thank you.

Mr. BRADEMAS. Mr. Hall.

Mr. HALL. I have no questions.

Mr. BRADEMAS. Thank you very much.

We will certainly take into consideration your very thoughtful suggestions.

Our next witness is Mr. Albert Shanker, president of the American Federation of Teachers.

Mr. Shanker, we are glad to have you with us. You may wish to identify your associates.

STATEMENT OF ALBERT SHANKER, PRESIDENT, AMERICAN FEDERATION OF TEACHERS, AFL-CIO, ACCOMPANIED BY CARL J. MEGEL, AFT LEGISLATIVE DIRECTOR, AND GREG HUMPHREY, ASSISTANT AFT LEGISLATIVE DIRECTOR

Mr. SHANKER. Mr. Chairman and members of the subcommittee, I have submitted a statement to you. I do not intend to read the statement. I do wish to make a few remarks on the position of the American Federation of Teachers.

We are a union of teachers, paraprofessionals, and other education personnel. We represent more than 450,000 members in over 2,000 local unions throughout the country.

We believe very strongly that the time has come for this country to develop a system of universal day care, child care, early childhood education, an entire package of services, both universal and free. I wish to emphasize these two points, because I feel very strongly that programs which are essentially aimed at, let us say, the poor, only turn out to be poor programs.

These programs are generally inadequately funded, and there is frequently resentment on the part of the citizens who do not have these services. The poor do not have, in this country, an adequate base from which to expand or to maintain these programs.

We feel that if these services were available on a universal basis, there would be an adequate basis for support for expansion and for maintenance of quality.

We also believe that these services should be free. If some people have greater means than others, then they should make a greater contribution to the support of this and other systems through a progressive tax system, and not through payment for services that are provided at public expense.

We have a very strong position on the delivery of these services. We very strongly oppose a role in this field for private profitmakers. We feel that the private profitmaker problem was very clearly demonstrated in the recent nursing home scandals where the motive is the bottom line in terms of money.

There is constant incentive and motivation to take dollars from quality, from facilities, from safety, from health, from standards of personnel, from adult-child ratios, resulting in a deterioration of standards simply to build up the dollars.

We also very strongly favor public school prime sponsorship of these programs, and here I wish specifically to refer to 6 and 7 of my statement which quote a resolution and position adopted unanimously by the AFL-CIO executive council which states:

> In most communities, the school system would be the appropriate prime sponsor of the child care and early childhood development program, with the responsibility for planning programs, distributing funds and monitoring programs. Where the school system is unwilling or unable to undertake this responsibility in accordance with Federal standards, some other appropriate public or nonprofit community organization should be eligible.
>
> Even where the public school systems are the prime sponsors, all of the services need not actually be offered in public school facilities. For instance, communities may want in-home child care, family and group day care homes for children who are too young and not ready for large school facilities as well as special services for the emotionally and physically handicapped which may be offered outside the educational system. We support the expansion of these diversified services by educational systems or by an alternative sponsor as they administer these programs.
>
> Only public and non-profit groups should be permitted to participate in the program. There is no legitimate role for profit-making entrepreneurs in child care programs. The sorry record of profit-making organizations in the provision of human services, especially in the nursing-home, health care and education fields, has led the AFL-CIO to strongly oppose any involvement of profit-makers in human services programs. Profit-makers were excluded from providing day care under Head Start. They should continue to be excluded in any new early childhood and day care programs.

We feel that prime sponsorship should rest with the public schools, because we have within the public schools a national system of governance which has already developed expertise in terms of the administration of programs, in terms of coordination with other city agencies, in terms of development of certification, standards of personnel, in terms of many facilities, in terms of space. Not all programs will use these facilities, but where they will it would certainly be wasteful to pay for either constructions or renting other facilities that are similar and perhaps inferior, when facilities already exist.

I also wish to point out that we recognize that there are already programs in existence which public schools do not sponsor, and we have no wish to have those programs move over if they do not wish to do so.

So long as we have programs operating, that are meeting the standards that I hope will be enacted as part of this legislation, there should be no reason why there need be a shift in prime sponsorship or governance of existing programs.

These are the remarks that I wish to emphasize from my statement.

Mr. **Brademas.** Thank you very much, Mr. Shanker, for a most stimulating and interesting statement.

In my own judgment what you have had to say represents a very constructive contribution to this discussion for the fundamental reason that the thrust of your statement, as I read it, is to call much needed attention to the importance of the public schools paying more attention to the whole field of preschool programs. Mr. Peterson, in answer to one of my earlier questions, indicated, as I recall, that only 13 States provided any State tax dollars for prekindergarten programs. This would indicate we have a long way to go in this country in involving the public schools in these programs.

Your statement, I take it you would not disagree, calls for greater involvement of public schools in the kinds of programs that would be provided under this legislation.

Mr. **Shanker.** Yes.

Mr. **Brademas.** A second point that I think represents a constructive contribution is your call for involving not only children of the poor, but children from other economic backgrounds.

I think you are aware that that has been the intentions of the sponsors of this bill, from the outset.

Let me just ask you a couple of questions, Mr. Shanker.

What is your view on the role of the States?

You represent some of the biggest States in the Union; you have had some experience with State Government, as well as municipal government?

Mr. **Shanker.** Yes.

This is a question that we are still debating. It is my understanding, for instance, that the National School Boards Association has taken a position that local education agencies should be eligible for prime sponsorship.

I do not know that at this point we are ready to say that you should go that way, or say it should go through educational agencies, or through the State. I think this is something that has to be worked out. We do not have a position on it.

Mr. **Brademas.** I have two other quick questions.

Do you envision the administration of these programs, were they to operate within a public school, to be in the hands of the principal of the school where the programs are being carried out, or to be administered autonomously within that school?

Mr. **Shanker.** I think for the most part that they would be autonomously administered. I think that we are dealing with a range of programs and services which do go beyond the narrow function. Many schools have had broader functions, and have entered into the problems of health care and screening and nutritional needs, but I would think that we enter here into a field which is different enough, and which would probably, whether or not those facilities are used, need somewhat different standards and requirements for personnel at every level, not just at the administrative level.

Mr. **Brademas.** Your reply touched on the final area I would ask about namely, personnel.

You represent school teachers. What are your views regarding staffing requirements for a public school-operated child care center?

Are school teachers who are presently teaching in the public schools properly trained or do they need to be provided with more training appropriate to this kind of program?

Mr. SHANKER. I think that standards should be developed, and this will be a developing process because a universal set of standards does not exist at the present time, in any level of education, and certainly not for just child care. I do not believe that if a person has a teaching license in some other field that that person is automatically qualified to move over into day care.

I believe that qualifications ought to be established on the basis of the type of programs, and of the needs the children have. Not only teachers would be eligible for these provisions, but new college graduates, people who perhaps are specifically prepared to go into this field, and people from other fields.

I would say that we do not envision an automatic transfer policy. I think the sponsorship of day care programs has nothing to do with staffing personnel. I think that the certification of professionals to standards, to nonprofessionals, just as dealing with questions of space and safety, and the nature of the program, I do not think that the sponsorship ought to determine that.

If we decide that a program needs a professional who meets standards X, Y, and Z, then those standards ought to be met whether the prime sponsor is the State, city, community agency, the public school, or anybody else.

I think the standards have to be determined by the nature of the job. and not by the prime sponsor, or program administrator.

Mr. BRADEMAS. Thank you very much.

The Chair is pleased to recognize the distinguished Senator from Minnesota, Senator Mondale.

Senator MONDALE. Thank you very much, Mr. Chairman, and thank you, Mr. Shanker, for a very interesting statement.

We have a problem in deciding how to proceed with this bill. In 1971 we passed what we then thought was the best approach, the Comprehensive Child Development Act. This legislation had the support of a broad coalition of educational, religious, community, and other groups; it was vetoed.

Four years later, we have a deficit of $65 billion to $70 billion; we have the coalition facing turf disputes; we have a President who has said he will accept no new programs, whose vetoes are rarely overturned, as we saw yesterday concerning the proposed job opportunities legislation.

Then, we have this new philosophy that is becoming popular in America, which suggests that no social services are ever effectively administered.

What would you advise, with this background and the other things you may wish to put into it, that we ought to do this year?

Should we pass the best comprehensive bill that we can fashion, or should we seek to pass something less than that—something which included startup expenses, training expenses, pilot programs—on which we might override a veto, and move this along somehow?

What do you recommend?

Mr. SHANKER. I am never in favor of pilot programs, because I think the world is full of pilot programs which were a substitute for doing something.

I think that the effort ought to be made to get a decent start on programs which deliver services to a large number of children with the risk of the veto.

I am just appalled that we have these needs in many fields, in the field of child and family services certainly, and in the health field, to speak of another one in which action has not been taken.

I believe that as a Nation we are spending huge sums of money so that unemployed people can sit home feeling miserable about their own worth, when for a little bit more those people could be working productively, feeling quite good, not in make-work jobs, but in providing services that we know will be needed 5, 10, 15, or 20 years from now.

I think that this is one of the major areas of social movement that we ought to be pushing for.

Senator **MONDALE**. You recommend then that we proceed with the best bill that we can fashion?

Mr. **SHANKER**. Yes; I do.

Senator **MONDALE**. That we speak clearly on that, and see what follows?

Mr. **SHANKER**. Yes.

Senator **MONDALE**. One of the difficulties we have is what I call the "turf problem"—who is going to administer the program.

Just before we passed the Comprehensive Child Development Act in 1971, the former President, who is no longer with us, sent the Secretary of HEW around the country trying to stir up State welfare departments and others to fight our bill.

Fortunately we were able to pass the bill before he was able to mobilize that opposition.

I would like to avoid what could be a major clash over that same question.

Do you see any way of resolving this problem in favor of the children, in a way that responsively disposes of the issue?

Mr. **SHANKER**. I do not think it can be disposed of, but I think it can be minimized. One way of minimizing it is not to allow anyone to operate a program which does not meet standards, or else that program is going to be dismantled or shifted over to another.

Senator **MONDALE**. An existing program?

Mr. **SHANKER**. Yes. I think another group of concerns is that the schools are not going to provide such a program, they just do not want to, or they do not care.

I think a third way to assure it works out for the children is to see to it that there are adequate standards in the legislation that define the quality of the program.

But you know we have all the problems that you have made mention of in terms of turning around many different groups in order to get this bill through.

If on top of all the other problems, we have to create totally brand new delivery systems, systems of governance, the problem becomes insurmountable.

There is a system of governance in the public schools. It has been around for a long time. It has a degree of public confidence, in spite of all the criticisms, all the shortcomings.

Any institution that deals with services is going to make mistakes, and is going to have some incompetence. There is no human institution where you do not find these things.

You can certainly find a share of them in the public schools, but it is an institution that exists. You do not have the initial period of organization, of conflict, of all the things you go through when, in addition to delivering services you also have to create a brand new system of administration governing the personnel, management, money management, everything else.

I just believe that the impossible hurdle there is to try to get a program that is going to be big, is to develop all sorts of agencies all over the place.

I think if that happens the program will not last very long. I think it will not be well managed, it will not be consistent.

That will just be throwing cash here and cash there, and you will get a vast range of things, and I think very soon after that you will come under tremendous criticism.

I think you have another problem if you do not develop a permanent base of adequate support. When you relate to an established institution, you have a constituent, you have parents, you have a school board. I do not know whether they were around in 1971, whether they had an intensive interest, but they do now.

Maybe some came late, and, as was pointed out before, maybe school systems and others are coming in this late, but as long as they are coming, it represents a brand new source of community support that was missing before 1971. It is a source that we ought to welcome, and it is a source that has been there for over 100 years.

I think both from the point of view of having an institution that is there, and not developing a new one, having one that exists in every political subdivision of the country in which there is some public confidence, and one that has a certain amount of political clout. This is the way to go.

Mr. **Brademas.** Thank you very much.

Mrs. Chisholm.

Mrs. **Chisholm.** Thank you, Mr. Chairman.

Mr. Chairman, first of all, I have several questions I would like to ask Mr. Shanker. Because of the pressure of time, and the necessity of having another witness appear, I would like to ask permission to submit to Mr. Shanker a total of 20 questions, and have them answered and sent back to the committee.

Mr. **Brademas.** Yes.

Mrs. **Chisholm.** In the interest of time I will ask about three questions only.

I think one of the things we have to recognize is that we must look at the entire program.

Having been affiliated with day care programs, Head Start, and nursing school programs for the better part of my educational life, I can understand that every group has a constituency; you have a constituency; I have a constituency which elected me to office.

We have to recognize that we must be concerned about the children and their families, and how best they can be served.

There is no doubt that some of the day care centers, are not the best, but that generalization could also be applicable to our public school system, where the teachers who have their degrees and certificates may not be the best.

What is distressing is the opposition coming from your organization, people are saying that day care and Head Start staff are not qualified; persons without a degree or high school diploma are hired as teachers. In some instances, day care centers are referred to as Kentucky fried children outfits.

It seems to me we must unite to work for the best possible program for families. We must not try to use scare tactics.

I abhor this tactic. I am a person who has been trained in the field, involved in the field of day care. This is damaging to a whole score of people in the day care field, who because of their commitment and their dedication to bring about a program which would involve a comprehensive family outlook, now stand in the position of being put aside on a trash heap because they are not licensed.

I would like to know particularly in view of the economic squeeze, whether your underlying motivation might be to safeguard full teacher employment, and full utilization of the schools, realizing that this bill authorizes $185 million. You would be in a position to employ thousands of teachers, secretaries, and all kinds of personnel.

Mr. SHANKER. When we go into motivation, I suppose each of us here has motives, and so has everybody who is in education, day care, politics, labor, and everything else.

So I really think that we can all assume that each of us has motives, and therefore we can just cast them aside and deal with the arguments and answer the questions.

I agree with everything you said in terms of what has to be delivered, not just in terms of the statement that you just made, but in terms of your emphasis in previous questions on the role of parents in such programs.

I know that we have stated some of those things, but we were not quoting ourselves, we were quoting people like Marjorie Keiperling who did a study for the Day Care Council of New York, which did point out there were many of these shortcomings.

Kentucky fried children was not an invention of mine. It was in an article by Joseph Featherstone in the New Republic several years ago. He is an excellent critic not only of the public schools, but of the free enterprise that is trying to get into this field.

He wrote a piece which was headlined "Kentucky Fried Children," since some of the food chains were beginning to gear up and get into this field.

I have in some pieces that I have written pointed to some of the better pieces of research that have been done in this field. I am sure that as a longtime advocate of day care, from your time in the New York State Legislature—we discussed programs in those days—you tried to bring funding into these programs.

Wherever we see evidence of programs that are poorly run, where the standards do not apply, we both should be working together to eliminate that.

Mrs. CHISHOLM. I agree with part of what you are saying, but is it not interesting that no one seems to discuss the benefits of the day care program in New York City as they have existed for the past 15 or 20 years?

If these programs did not exist, if the commitment and the concern was not there, we would have many more difficulties to deal with in the city of New York.

What concerns me is that we do not discuss both sides of the issue. One gets the impression that the day care center programs, their personnel, all of these individuals just do not know what they have been doing for years. They are no good.

We have to talk about the weaknesses of programs, not only in the day care centers, but also in the public schools; we have lots of weaknesses.

This troubles me, because you are a leader, you are a union leader with a very large following, and I am concerned about your approach.

Mr. SHANKER. You may be aware of the fact that only a few weeks ago there was a front page story in the New York Times that said New York State was cutting off its funding of day care because of the failure to meet standards.

If you go through the Keyserling report, if you go beyond that to reports on Head Start programs, when you had absolutely no facilities—and you know how long it takes to build something—the kind of facility you are going to get generally is a store front, or an apartment, or somewhere else which is frequently not going to be up to the standards that are required in advance when you build something especially for children in the first place.

Now, that stands to reason. That is pretty much what we are saying. Obviously not all of these programs should or can be in public schools; not all of them are going to be in public buildings. A great deal of day care will be home care.

But we strongly support the development of such programs, I think when you get the kind of headlines you get in the New York Times about the State stopping funds when they start describing some of the conditions, some of the waste, some of the safety hazards, and things like that, I think we have a responsibility to see to it that the standards are met.

I think we have a large number of unlicensed operations because they cannot meet standards. If you have unreasonable standards, get rid of them; if you have reasonable standards, make sure they are enforced, but do not have a whole bunch of unlicensed operators out there.

Mrs. CHISHOLM. Mr. Shanker, isn't that observation applicable to the public school situation in some of the districts in New York City?

We do not try to throw the teachers out because they are protected by tenure and all kinds of rights, but we try to find a resolution to resolve these difficulties, and to resolve these conflicts.

The only thing I am asking is, if indeed the public school situation does take over this whole day care center operation, are the public schools going to be in a position to meet the flexibility with the kind of hours, the kind of timing?

There are so many factors that are involved in a day care situation that a public school is not in a position to meet.

Mr. SHANKER. I want to emphasize once more that not all of these things are going to take place in school. I do not know of anybody who says that they should. Some of them can and should take place in the schools.

If the schools do not have the flexibility necessary, they will then come under the statement which is here, which is that those who are unwilling or unable to conduct such programs will not. It is as simple as all that.

This is a way of saying to an institution that is out there, that has an awful lot of resources, if you can submit a program that meets our standards, if you can develop a flexibility which many of you have not had before, then you will be permitted to do this. If not, we are going to bypass you and go elsewhere.

I am not saying that if the public schools are unwilling to provide the flexibility we both believe is vital to good day care that we just throw up our arms and say, well, fine, we will just do these limited things the public school might want to do.

I would not stand for that, and I do not know anybody else that would.

Mrs. CHISHOLM. One final question.

What is this mandate that the schools be the operating agency when they can be selected just as well as viable organizations?

Mr. SHANKER. No. The prime sponsor might go to some other agencies to sponsor, and actually administer some of the programs. You have two separate issues here.

It certainly would not actually operate the home care. It might set standards, it would be responsible for some administration, some supervision of it, but this is not going to make the home a school.

Mrs. CHISHOLM. I am going to end now, and submit other questions to you in writing.

Mr. BRADEMAS. Mr. Shanker, I too have a number of other questions that I would like to submit in writing to you, and I would be grateful to have your answers.

I must leave for a quorum call. I regret that I will not be here to hear the statement of James A. Harris, president of the National Education Association, but I do have to leave.

Senator MONDALE. Mr. Lehman.

Mr. LEHMAN. I agree with your statement on the no fee arrangement in the public school.

I concur with Senator Mondale's statement that there is disillusion among the people of this country with throwing money at social problems, but this is one piece of legislation that will deal with the problems of Middle America more than any other piece of legislation.

I think that we can probably get the kind of support we need for the bill. We have also heard testimony to the effect that when Middle America, among the middle class, there is a suspicion, or there is a reservation that you are going to destroy the family with these programs, that you are trying to brainwash the children, undermine the teachers, and the family.

We have had a hard enough time with just the appropriation aspects of this bill. How do you believe we should deal with the concerns of the Middle American constituency who oppose the philosophy of this legislation, viewing it as a conspiracy to get the children of Middle America?

Mr. SHANKER. I think that obviously we are going to have to establish priorities, since it is unrealistic to expect that there will be a program that is going to develop all of the services for all of the children who need them.

If as a priority we try to serve those children who are now left alone, because they are in a single parent family where the parent is working, or where the child is in a family where both parents are working, where the argument is not how you destroy the family, but is the child left alone——

Mr. LEHMAN. I know that, and you know that, but what I am trying to do is to let the public know what.

Mr. SHANKER. It is voluntary and I think we have to keep appealing to the experiences of people. Even where a parent is home, when a parent has a number of children, that parent frequently does not wish to spend a good part of the day supervising the children.

I think we just need more and more parents to come forth and say, I do put my child in front of the TV set for 2 hours, I do send the child out to do so-and-so, and if I could do some things myself, I could spend 2 or 3 really rich hours with my children. If I have to be a full time babysitter, I am not very good for my children all day either.

Mr. LEHMAN. How do we get that in the legislation?

Mr. SHANKER. I think the fact that it is a voluntary program. I think a lot of parents must deal with daycare in terms of what really goes on.

I think if it is discussed at ideological levels, we lose the argument; if we keep giving a picture of what really goes on out there, I think we can win the argument.

Mr. LEHMAN. Thank you, Mr. Chairman.

Senator MONDALE. Mr. Cornell.

Mr. CORNELL. Thank you, Mr. Chairman.

You are probably aware that during our hearings at earlier dates we had groups of operators of what you have called profitmaking day care centers, or commercial day care centers, of course, defending their particular interests.

For instance, we had quite a number from New York State who insisted that the State regulations regarding day care centers were quite strict.

During one of my home visits I visited some of the day care centers operated by profitmaking groups. They indicated that the State supervision and regulation of their particular day care centers were far more strict than those that were operated, for instance, by Government groups.

Do you think it would be possible, in view of what you have said, to have the Federal Government establish minimum standards for State regulations where State standards are not presently being met?

Mr. SHANKER. I do not think that we should allow the States to set up these standards. I think the standards ought to be Federal, otherwise I think by and large they will be lower.

The second part of this problem with the private sector is when you build up a large private sector, you build up a lobby that constantly works to lower the standards. You do not have that problem in the public sector.

You do have the private sector constantly before the Congress trying to get rid of just safety standards and health standards, and you have people coming before you talking about the number of injuries and deaths in a given industry.

So long as there is a profit motive, there is a tremendous lobby that wants to forget about life and standards, and quality, and that wants to translate the whole thing into dollars.

I think that even if you were to begin with very high federally legislated standards, but allowed a big private sector, essentially you would be funding a huge lobby which would be right back here trying to modify that legislation, and you would get a downward spiral in your standards.

Mr. CORNELL. One other thing that you mentioned in response to a question from Congressman Brademas was that you did not believe that the principal, for instance, of a public school should supervise the preschool program; is that correct?

Mr. SHANKER. At the present time, none of their training or experience has been in this area and I would say that probably if we had an adequate program, there are not enough people out there at this very moment. This is something that would have been in the process of developing, but as the programs developed we would also be engaged in simultaneous training, and I think those people who are now principals and would like to qualify themselves for this field should meet whatever qualifications are set up in this field.

I would not assume that a person who is a principal of an elementary school, middle school, or high school, or is a teacher from one of the other areas of the school system, is automatically qualified for work in this field.

As a matter of fact, I would assume it did not automatically qualify them.

Mr. CORNELL. Suppose you are using a public school facility, would you create another position to supervise the so-called preschool program? To whom would this person be responsible?

Mr. SHANKER. I want to return to a point. While in some cases public school facilities may be used, we do not view prekindergarten classes as a place where 25 or 30 children are sent into rooms to learn counting or reading, or something like that.

We are not talking about developing an extension of school in here. We are talking about programs which are very, very different. You have that now. You have Head Start and you have some day care and other programs in public schools, and it is not the regular principal who runs these programs.

So we are not talking about something that has never been done before. It has been done and it can be done, and it can be expanded.

Mr. CORNELL. Thank you.

Senator MONDALE. For more than 3 years I chaired a Select Committee on Equal Educational Opportunity with which your organization cooperated a great deal. I am sure you are aware of the fact that perhaps the most heartbreaking condition in America today, the greatest human waste in America today, is found where millions of children grow up under cheated circumstances—broken homes, destitution, physical and human and emotional problems that are unmet in families where education and so on is not something that is in the tradition.

Often the children speak different languages or come from different cultures. This can undermine communications and understanding with the rest of the community, and sometimes this carries with it insults and damages to the children's personal self-esteem. All of these things which I am sure you are quite familiar with, cost this country as well as the individuals involved.

Yet, it goes on and on.

One of the dreams I have had which has helped lead me to support this legislation over the years is that this might be one of the new institutional efforts in this country that could make a difference, not a decisive one—I have been in this long enough to know there is no simple answer; there has to be a lot of people trying for several generations to really wipe out this problem of deprivation of whatever.

One of the matters which disturbed me in the course of the hearings was that present institutional structures—schools, churches—did not seem to deal sensitively and responsibly and respectfully with these children.

I think this has been the argument for the community-based parentally controlled Head Start kinds of delivery systems; these programs might be more sensitive than more rigid public institutions.

Could you respond to that?

Mr. **Shanker.** It is something like a quotation about democracy being the worst possible form of government except every other alternative is worse, and I think that is true of the criticism of our public schools.

They deserve a lot of criticism, but when you look at all the efforts in the last 15 or 20 years to work with the children and adults in providing facilities that have some educational components—Job Corps, some of the OEO programs in educational fields, and some of these other fields—the Head Start is one on a national basis where it compared the school base with other programs.

While one can find some excellent examples of some things that have happened outside the public schools, take the Job Corps, the private sector was a disaster in that field, and the public sector was just experienced in terms of handling this.

I just think it is a question that if you take the best that exists in the alternatives and compare it with the worst, you can find in the public schools there is no comparison.

We could play the game the other way and it would not prove anything here, if we were to exercise fair judgment and take a look at the broad range of programs that are offered within and without the public schools. I would be willing to submit to that sort of test. I think any other test is just not fair.

I would also like to say here that I have followed the work of your committee, not only in this area but in an unfortunately neglected study which was done by Dr. Levin some years ago, dealing with dropouts and with how they might be rescued.

If ever there was a cold, calculating economic analysis on how the taxpayer could save money by saving human beings, that was it, and that is another area we ought to get into.

But I would hope that public school concern and prime sponsorship in the whole area of child development and family services, would also provide a basis for restructuring some of the things that are now done in the earlier grades in the public schools themselves. If you have a child in an excellent program and then, all of a sudden, he runs into this rigidity in the school system once he reaches age 5, then I do not think it solves very much of that problem.

I was very heartened recently when I met with leaders of the National School Boards Association and the American Association of School Administrators and others who were present in Denver for a national conference on the question of child services and family services.

I was very heartened to hear these school people talking about how the development of programs of this sort was going to force them to rethink what should happen to children in kindergarten and first and second grades. How cruel it is to take a child who is accustomed to a certain amount of individual treatment in a family or in a good day care or early childhood setting, with a good deal of individuality, and all of a sudden put that child abruptly into a room with 30 children who is then told to sit still, be quiet and do not talk, where the child cannot sit still for 5 hours—most adults cannot keep quiet for that period of time. We then brand these children disruptive and disobedient.

I think that instead of setting up an alternative institution with no evidence at this point as to whether it will be better, worse, or the same—we might do much better in our concern for the child if we are to turn to what is there, use its experience, and bring about the development of new services. A positive change in some of those services which now exist and do suffer from those rigidities that you talk about.

Senator MONDALE. I have no further questions.

Thank you very much.

[The prepared statement of Mr. Shanker follows:]

NEWS
AMERICAN FEDERATION OF TEACHERS AFL-CIO
1012 14th STREET, N. W. / WASHINGTON, D. C. 20005 / 202-737-6141 AFT ALBERT SHANKER, President

SHANKER TESTIFIES ON PUBLIC SCHOOL SPONSORSHIP OF DAY CARE PROGRAMS

WASHINGTON, D.C., June 5, 1975 (AFT News Service) -- Public school sponsorship of federally funded early childhood and day care programs was urged today by the president of the teachers' union in testimony before a joint hearing of the Senate Subcommittee on Children and Youth, chaired by Sen. Walter Mondale (D-Minn.), and the House Subcommittee on Special Education Programs, chaired by Rep. John Brademas (D-Ind.). The joint committee is conducting hearings on the proposed Child and Family Services Act (S. 626 and H.R. 2966).

Albert Shanker, president of the 450,000-member American Federation of Teachers, AFL-CIO, told the committees that the public schools have the facilities, administrative capabilities, personnel and public support necessary to provide a nationwide system of early childhood education and day care "that will meet the common needs of all.

"The whole trend of declining enrollments in education has produced a situation where the school system can now begin to provide and coordinate needed services for children in the pre-kindergarten age group," Shanker said.

He said that the approach of the early education bill "does not represent the best way to do the job." The opportunity for profit-making companies, private non-profit and community action agencies to run programs under state and local governments "would guarantee a fragmentation of effort (and) duplication of services."

Because development of a young child is not confined to cognitive skills, which are surrounded by his or her social, emotional and physical growth, the services which can be provided by the public schools are more comprehensive than "the average nursery or day care center."

Shanker said that research has indicated the advisability of a continuity between "preschool" programs such as Headstart and the regular school program, and that public school kindergarten programs have quality superior to those administered by non-school institutions.

Because so much school support must come through local efforts, which are authorized in school bond and tax millage elections, "the public education system is one of the most responsive institutions of government," the teachers' leader said.

-MORE-

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STATEMENT OF ALBERT SHANKER, PRESIDENT AMERICAN FEDERATION OF TEACHERS, AFL-CIO BEFORE THE SENATE SUBCOMMITTEE ON CHILDREN AND YOUTH AND THE HOUSE SUBCOMMITTEE ON SPECIAL EDUCATION PROGRAMS ON THE CHILD AND FAMILY SERVICES ACT OF 1975

June 5, 1975

I am Albert Shanker, President of the American Federation of Teachers, AFL-CIO, a union of teachers, paraprofessionals and other educational personnel. The AFT has more than 450,000 members in over 2,000 local unions throughout the country. We welcome this opportunity to present our position on what programs should be enacted for the children of our country before these two Subcommittees. We have followed the course of your hearings with great interest and are pleased to have this chance to speak on the major new initiatives for children that you are considering.

Numerous arguments have already been presented here as to why this country must expand facilities for the care of children. There are many compelling reasons which were spelled out in a resolution passed by the AFL-CIO in May of this year:

> "The unmet need for child care is greater today than it has ever been because large and growing numbers of women have to work. They are being forced to leave their children without the care and attention they need. Other mothers, on public assistance, want jobs but cannot find adequate child care.
>
> The statistics clearly show the growing nature of the problem:
>
> -- From 1948 to 1973, the percentage of working mothers grew from 18 percent to 44 percent.
>
> -- 26 million children (6 million under 6 years old) have working mothers.

> -- 12 million children live in female-headed households where the median income is $6,195 if the mother works and $3,760 if she does not.
>
> -- 5 million children live in single parent families where the parent is in the labor force and out of the home.
>
> During this time of massive and still rising unemployment and continuing inflation, the family's real dollar shrinks. As husbands become unemployed, wives seek to replace their income. But to work, they must find decent care for their children.
>
> More mothers are constantly entering the labor force and many more need and want work. But lack of adequate child care poses a major problem to all of them. In addition, millions of disadvantaged children, whose mothers are home, could benefit from child care services. There are 5 million children under 6 years of age in poor and near poor families, many of whom could benefit greatly from child care services."

In addition, there is increasing recognition of the importance of the early years to the total intellectual and social development of children.

In terms of the Child and Family Services Act, these facts lead us to the central question of how to best frame a program so as to maximize its impact for working women and single parents, for the total development of the child, for the professionals who work with children and for the social needs of the nation. We believe that the best way to do this is by administering such programs through the public education system.

We are aware that our position in support of the public schools as the presumed prime sponsor for child development programs represents a major departure from the established organization and substance of existing federal programs and a departure from the direction these committees took in passing the vetoed Comprehensive Child Development Act in 1971. We believe that at that time the use of the public school system as prime sponsor was not adequately considered, probably because even in 1971 it was not yet clear that the schools were available to administer a program that would serve even more children than they were already responsible for. The whole trend of declining enrollments in education has produced a situation where the school system can now begin to provide and coordinate needed services for children in the pre-kindergarten age group.

In fact, now is a time when our social policies should be trying to combine the interests of children, parents and the professionals already working in existing programs to develop a program that will meet the common needs of all. We believe that the approach outlined in S. 626 and H.R. 2966 does not represent the best way to do the job. By providing prime sponsorships for state and local governments, with opportunities for profit-makers, private non-profits, community action agencies and others to operate programs, the bill would guarantee a fragmentation of effort, duplication of services and would act as an inhibition to the creation of a strong active constituency able to secure the funding and public support so necessary for the success of such a program. We believe that putting responsibility in the schools is the best way to create a program that can grow. This is the case I intend to make here today.

First, the schools are available throughout the country. They exist in urban, suburban, small town and rural areas. By being universally available, the school system meets the first and one of the most important criteria that the AFT has for a child development program. Child development programs should be available to all children whose parents desire to utilize this service. It should not be restricted on the basis of means tests, sliding income scales, or other criteria that prevent the majority of our citizens from utilizing a highly desirable and crucial public service. Second, over the past few years, the school systems of our country have become adept at administering large, complicated federal programs. They already possess the expertise to move immediately to the implementation stage without creation of another layer of bureaucracy.

Another major criteria the AFT has is that the program should contribute to the intellectual development of young children. Within the last twenty years, the works of educators like Benjamin Bloom, J. McVicker Hunt, Jerome Bruner and Jean Piaget have pointed to the crucial importance of the early -- what are now thought of as preschool -- years to the later intellectual potential of children. Their thinking tends to support the idea that the young child should be deliberately exposed to stimulating experiences rather than simply left on his own. The evidence on why the public schools would be better equipped to provide such stimulation includes the following:

1. It is well known that much of a child's development during the early years has to do with the social, emotional and physical growth that surrounds intellectual development. These areas are just as important to cognitive growth as those activities viewed more strictly as "academic." In view of this, comprehensive public school services having to do with diagnosis, guidance counseling, health (innoculation, etc.), special treatment referrals, bilingual education, handicapped education, and the services of dieticians would provide children with more services than the average nursery or day care center.

2. An Office of Child Development Report called A Report on Longitudinal Evaluations of Preschool Projects: Is Early Intervention Effective? which suggests that the gains of programs like Head Start are better maintained if there is a continuity of effort between such programs and supplementary, public, school-age programs like Follow Through. It would seem to make sense to administer both through public schools to gain maximum effect from a more comprehensive effort.

3. A report of the Institute for Development of Educational Activities (I/D/E/A) which catalogued all the possible kinds of activities that could take place in preschool and found that most programs which they looked at were heavily concentrated in a few of the more obvious: Blocks, naps, outdoor play, etc. (see Appendix). The I/D/E/A researchers also found significantly higher program quality in the public school kindergarten programs they observed and attributed the difference to the fact that these programs were part of the educational mainstream and not isolated as were many of the preschool programs.

There are other, less obvious, reasons why it makes sense to use the schools for these programs:

1. It would be more efficient to use existing underutilized resources than equip new ones.
2. The public schools would be more able to coordinate the diagnostic, counseling, dietetic and other services needed by young children than isolated day care centers. The schools are performing this function with respect to handicapped children and there is every reason to believe they can do it with young children as well. Some services, such as dental care, which are now provided in public schools could be provided to children earlier if early childhood programs were part of the public school system.
3. Qualified personnel: Through the licensing mechanisms already in place in every state and local education agency in the country, a program run through the schools could be sure of using the best available people for its operation. We have heard much about the lack of qualified people in early childhood education and how much lead time and training is needed to reach the fully operative stage. Part of the reason for the teacher shortage of the 1950's and 1960's was the ridiculously low pay that teachers received. With the advent of professional pay scales won through collective bargaining, more and more teachers began to look at their jobs as a lifetime profession. When teacher salaries became competitive with some of those paid in the private sector, many qualified teachers stayed with their jobs and the turnover in education became less of a problem. We wonder how many more qualified people would seek the jobs in these programs if they were available at

> professional salaries. It might turn out that the shortage is not as great as is currently anticipated and that a real program can be made operative. We do, however, agree that special skills are needed for very young children and we do advocate provision for training professionals both inservice and preservice.

Public Control

In our view, one of the main reasons why new initiatives in child development should come under the jurisdiction of the public schools is that the schools are publicly administered and controlled. Because the schools are so often supported by separate and visible taxation, they must be accountable to parents and the public. And, because funding for the schools is so frequently dependent on voted bond issues or voted increases in property tax millage, the public education system is one of the most responsive institutions of government. Private profit-making entities in the day care business, on the other hand, are not subject to democratic policy-making, and their services are always geared to their profit margins. It is our position that the public schools should be the presumed prime sponsor of programs provided for under this bill except in those instances where the public school system is unwilling or unable to assume this responsibility. Our position in this issue is shared by virtually all of the education community and by the AFL-CIO. In May, a resolution adopted unanimously by the AFL-CIO Executive Council stated:

> "In most communities, the school system would be the appropriate prime sponsor of the child care and early childhood development program, with the responsibility for planning programs, distributing funds and monitoring programs. Where the school system is unwilling or unable to undertake this responsibility in accordance with Federal standards, some other appropriate public or non-profit community organization should be eligible.

"Even where the public school systems are the prime sponsor, all of the services need not actually be offered in public school facilities. For instance, communities may want in-home child care, family and group day care homes for children who are too young or not ready for large school facilities as well as special services for the emotionally and physically handicapped which may be offered outside the educational system. We support the expansion of these diversified services by educational systems or by an alternative sponsor as they administer these programs.

"Only public and non-profit groups should be permitted to participate in the program. There is no legitimate role for profit-making entrepreneurs in child care programs. The sorry record of profit-making organizations in the provision of human services, especially in the nursing home, health care and education fields, has led the AFL-CIO to strongly oppose any involvement of profit-makers in human services programs. Profit-makers were excluded from providing day care under Head Start. They should continue to be excluded in any new early childhood and day care programs."

Clearly, the time has come to reverse direction. Although current efforts include many programs that meet high standards and provide quality care for the children served, they cannot take the place of a comprehensive program intended for all children. While we support continued funding for these programs, we believe it is time to examine some of the reasons for the sorry state of child development programs.

Failure at Implementation and Funding

Overlapping jurisdictions make it impossible to know exactly what is and is not being done, but a few dramatic examples should help to illustrate the problems inherent to multiple administrations:

1. The Early and Periodic Screening, Diagnosis and Treatment Program has screened only 10 percent of a possible 10 to 13 million children under 21 for possible physical defects. The purpose of the program was to provide children who are eligible for Medicaid with preventive health care. HEW has not been able to persuade the states to implement the program Congress authorized seven years ago.

2. The Supplemental Security Income Program is intended to provide monthly cash payments to disabled children. The payments vary according to a family's income and the nature of the disability. HEW now estimates that only 65,000 out of a possible 250,000 eligible children are now receiving these payments. Children receiving SSI are automatically eligible for Medicaid and would also be provided with vocational training. No effective outreach programs now exist to find these children.

3. Nine hundred million dollars appropriated for state social service programs went unspent during 1973. The 2.5 billion dollars allocated to social services through Title IV-A is the largest federal source of day care money. Only a little more than half the money was actually spent.

Poor Quality of Staff, Physical Plant, Health and Safety, etc.

The well-known study, Windows on Day Care, published by the National Council of Jewish Women and Early Schooling in the United States, a report of I/D/E/A are among the many studies which thoroughly document the poor conditions found in many day care establishments and the inadequate professional training received by most staffs. Both these reports place the blame at the feet of the states which, for the most part have inadequate state licensing provisions and staff qualifications that are set very low. A state by state analysis of these provisions, which can be found in Child Care Data and Materials, a report of the Senate Committee on Finance, shows that day care staff can range in qualification from such vague stipulations as "equipped for work required" in Idaho, Iowa and Kentucky to the prerequisite of a B.A. in Hawaii.

Although all but two states require that day care centers be licensed, many exempt federally operated or regulated centers. And, since the Federal Interagency Day Care Requirements defer to the states in the licensing of centers and staff, there is little to prevent endless buck-passing between the two levels of government when it comes to enforcement.

Lack of Adherence to Licensing Standards Including Child/Adult Ratios

Because of fragmentation, surveys in this field are hard to come by. Yet a recent HEW audit of day care programs called The Review of Child Care Services Provided Under Title IV, Social Security Act gives enough information to indicate how wide the gap is between licensing demands and reality. Of 552 centers and private homes which provide day care in nine states, the audit found that 425 did not meet minimum health and safety requirements while over a third of the sample did not meet child/staff ratio requirements. Such figures are really quite shocking. It is surprising that they have not received more attention in the testimony before these committees.

Inadequate Resources in Staff

All of the major studies I have referred to thus far support the observation that most day care and early childhood centers employ staffs at very low rates of pay. Low wage scales cannot hope to attract the best qualified people. In fact, as our members know, one of the reasons for the teacher shortage of the Fifties was the ridiculously low pay that teachers received. It took some hard battles and collective bargaining to make teaching a job anyone would view as a long-term profession. It also meant that teaching came to attract better qualified professionals. The same could come to be true in the day care field.

At this point, some would argue that all this information on poor quality care only proves that day care is bad for children and that the Federal government is wise not to involve itself.

Nothing could be further from the truth.

Women will go on working regardless of what actions are or are not taken by the Congress. The lack of access to quality child care will not eliminate the economic necessity of supporting a family. Rather, failure to provide quality child care to those who need it will simply force families to settle for custodial care or no care. And it will be the children who suffer. The problem will not go away by ignoring it. It is not a question of encouraging women to leave home. Rather, women working and leaving the home are facts which have existed. Their numbers continue to increase in spite of rising unemployment and in spite of decreases in family size.

America prides itself on being a child-loving society. In reality, we pay only lip-service to this ideal. A simple examination of the status of children today painfully illustrates this fact:

-- America must bear the shame of lagging behind 14 other countries in the rate of infant mortality.

-- 29 percent of all children in our inner cities do not see a doctor during a given year.

-- 5 million children in the U.S. suffer from malnutrition.

-- Hundreds of thousands of handicapped children receive no services.

-- Thousands of retarded children are living in state "warehouses" under what has been rightly called "institutionalized child abuse."

-- Child abuse and neglect are widespread and growing problems among all social and economic groups.

-- Teenage alcoholism and drug abuse are growing problems.

-- 1 out of 9 children will be in juvenile court before they reach the age of 18.

-- Suicide is now the second leading cause of death for young Americans between ages 15 and 24.

And what leadership roles have Federal, state and local governments taken to help alleviate this growing crisis?

-- HEW is currently spending only about 14 percent of its total budget on children.

-- Children represent 40 percent of our population but receive only 10 percent out of every health service dollar.

-- Less than 1 percent of Revenue Sharing money has been spent by states and localities on children.

The costs of neglect are enormous. For the children, neglect means limited opportunities to develop, poor health and limited opportunities to lead a happy and fruitful life. For society, neglect means expensive compensatory social service and income assistance programs.

The end result of all this is that the nation goes on year after year spending excessive time, money and effort on the problems of juvenile delinquency and crime. We are looking in the wrong place for solutions to problems resulting from a generation of children growing up without proper supervision. The situation becomes a tragic absurdity when one compares the $4 billion a year cost to us taxpayers of treating juvenile delinquency to the $400 million public investment in preventive child care programs scattered about government agencies.

While this bill cannot bear the entire burden of our problems, it can begin to change the continuing record of non-accomplishment. It can encourage programs such as the one now operating in California through the public schools which offers programs for all children regardless of income. We fully realize that a program of this scope cannot be accomplished overnight, especially in times of such economic hardship and budget shortages, but we should remember that means tested programs available only to low and no income people have never evolved into universal, high quality, non-discriminatory programs. Such programs have traditionally served poor people poorly and working people not at all. We should avoid the pitfalls of a poverty program and begin with a program open to all children that need the service. The time for these services is now and the institution to sponsor them is the schools.

We know that in a school system serving over 45 million students, there are instances of rigidity and failure, but we believe that critics have greatly distorted the state of education today. A resurgence of inservice and preservice reforms has occurred. Alternative schools, work-study and community-as-school programs, open education -- all exist within the public schools. They do not exist everywhere because different children, different communities have different needs. Yet the fact is, where the public wants change and works for change, the schools have responded. Placement of comprehensive child development in the schools would necessarily increase parental involvement and contact, thus enhancing the school's position as a community center. One would think opponents of using the schools would welcome this opportunity to make the schools an even more integral part of our society. We believe that when the program does operate through the schools, they will.

APPENDIX

How Good Are Present Day-Care Centers?

The following table is taken from "Windows on Day Care," by Mary Dublin Keyserling, a report based on findings of the National Council of Jewish Women, 1972, p. 120. It shows the number and percent distribution of nonprofit and proprietary centers by impression[1] of quality of care.

	Non-Profit Centers by Auspices														Proprietary centers	
Impression of Care[1]	Head Start		Other Public		Philanthropic		Part Public Part Philan.		Hospital		Other		Total			
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Superior	5	10.9	4	8.3	6	8.8	6	8.0	2	16.7	3	9.7	26	9.3	1	1.0
Good	15	32.6	15	31.2	23	33.8	21	28.0	4	33.3	1	3.2	79	28.2	15	14.5
Fair	22	47.8	26	54.2	30	44.1	44	58.7	4	33.3	17	54.8	143	51.1	36	35.0
Poor	4	8.7	3	6.3	9	13.3	4	5.3	2	16.7	10	32.3	32	11.4	51	49.5
Total	46	100.0	48	100.0	68	100.0	75	100.0	12	100.0	31	100.0	280	100.0	103	100.0
Inadequate Information	1		—		11		4		1		7		24		24	

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[1] Impression of care is based on review of such factors as adult-child ratios, size of groups, services reported to be available, salaries reported paid, information on training, parental participation, hours open, observations of council survey participants on educational program, space, equipment, and other relevant aspects of care.

TABLE 5.1 FREQUENCY OF CURRICULAR AREAS AND ACTIVITIES IN PROGRAM

Curricular Area or Activity	Daily				Frequently				Occasionally			
	Total Sample	Col. Lab	Mont.	Par. Coop	Total Sample	Col. Lab	Mont.	Par. Coop	Total Sample	Col. Lab	Mont.	Par. Coop
Informal Arithmetic	50.22*	76.47	76.16	30.00	27.57	11.76	16.67	40.00	12.30	5.88	0.00	15.00
Formal Arithmetic	17.26	23.52	45.83	0.00	10.09	11.76	12.50	0.00	7.06	17.64	8.33	5.00
Art	82.50	88.23	83.33	85.00	11.50	0.00	12.50	10.00	2.00	0.00	4.17	0.00
Foreign Languages	8.95	0.00	16.66	0.00	4.96	11.76	29.16	0.00	9.93	17.64	12.50	5.00
Informal Language	68.02	88.23	75.00	55.00	10.65	5.88	8.33	25.00	4.06	0.00	4.17	0.00
Formal Language	20.60	35.29	45.83	0.00	10.55	11.76	20.83	10.00	5.02	0.00	0.00	15.00
Informal Music	77.22	94.11	62.50	60.00	15.84	5.88	25.00	30.00	2.97	0.00	4.17	5.00
Formal Music	19.58	23.52	29.16	15.00	18.07	5.88	25.00	10.00	7.52	23.52	12.50	15.00
Music Instrument Instruction	5.38	11.76	12.50	5.00	12.69	5.88	16.66	15.00	21.31	17.64	25.00	30.00
Informal Reading Readiness	62.18	82.35	91.66	45.00	15.91	5.88	8.00	15.00	5.47	0.00	0.00	15.00
Formal Reading Readiness	21.71	35.29	50.00	5.00	11.11	11.76	16.67	10.00	7.06	11.76	4.17	5.00
Reading	15.81	17.64	54.16	5.00	3.57	17.64	8.33	0.00	7.65	5.88	16.67	15.00
Informal Science	50.99	76.47	62.50	45.00	26.25	23.52	20.83	25.00	14.13	0.00	12.50	20.00
Formal Science	10.04	17.64	20.83	0.00	13.04	17.64	25.00	00 01	15.05	11.76	25.00	15.00
Informal Social Studies	36.86	58.82	50.00	30.00	27.25	29.41	29.16	25.00	16.15	11.76	8.33	15.00
Formal Social Studies	6.08	11.76	8.33	0.00	13.16	11.76	33.33	5.00	10.13	11.76	20.83	15.00
Blocks	81.30	88.23	62.50	70.00	9.08	5.88	0.00	20.00	2.52	0.00	8.33	5.00
Carpentry	20.00	47.05	25.00	25.00	21.00	35.29	8.33	45.00	21.50	5.88	16.67	20.00
Cooking	7.06	17.64	25.00	5.00	23.21	64.70	4.17	25.00	43.93	11.76	41.66	55.00
Dramatization and Role Playing	32.82	64.70	16.67	30.00	35.81	23.52	29.16	30.00	18.69	5.88	29.16	20.00
Organized Group Games	35.64	11.76	50.00	25.00	29.20	41.17	12.50	30.00	19.30	11.76	25.00	20.00
Informal Rest	45.95	64.70	25.00	30.00	4.02	5.88	4.17	5.00	11.10	5.88	8.33	10.00
Naps	43.00	23.52	25.00	5.00	50	0.00	0.00	0.00	2.00	5.88	0.00	0.00
Nature Walks	4.51	5.88	8.34	5.00	44.71	70.58	33.33	15.00	39.18	11.76	41.66	70.00
Outdoor Play	82.82	88.23	87.50	70.00	11.10	5.88	8.33	20.00	2.52	0.00	0.00	0.00
Rhythms	38.69	52.94	45.83	30.00	47.23	35.29	45.83	45.00	11.05	11.76	8.33	15.00
Story Time	85.34	82.35	79.16	85.00	10.10	11.76	8.33	10.00	2.01	5.88	4.17	0.00
Trips	0.00	0.00	0.00	0.00	33.32	41.17	16.16	25.00	49.98	41.17	50.00	65.00

* Percent of directors who indicated that informal arithmetic occurred daily in their program

Col. Lab =
* College laboratory centers

* Mont.= Montessori Centers

* Par. Coop = Parent cooperative Centers

From: Early Schooling in the United St[illegible] an I/D/E/A report,

TABLE 1

RESULTS OF HEALTH AND SAFETY REVIEW

Care Type	Number Examined	Number Not Meeting Requirements
Day Care Centers	453	363
Family Day Care Homes (includes care in the homes of relatives or friends)	50a	21
In-Home Care	49	41
Totals	552	425

a Excludes 55 facilities which were examined in Virginia but for which the records available did not disclose compliance with health and safety standards.

Source: Review of Child Care Services Provided Under Title IV, Social Security Act, HEW Audit Agency, Office of the Assistant Secretary, Comptroller, p. 20.

TABLE 2
RESULTS OF CHILD/STAFF RATIOS REVIEW

Care Type	Number Examined	Number Not Meeting Requirements
Day Care Centers	453	185
Family Day Care Homes (includes care in the homes of relatives or friends)	105	17
In-Home Care	49	41
Totals	607	243

[illegible]

Source: *Review of Child Care Service Provided Under Title IV, Social Security Act,* HEW Audit Agency, Office of the Assistant Secretary, Comptroller, p. 23.

Summary of Compliance to Day Care Center Child/Staff Ratios Requirements in Virginia, Missouri and Washington

State and Center	Age Group	Required Ratio State	Required Ratio Federal (1)	Observed Ratio
Virginia				
A	2-5	10:1	7:1	19:1
B	2-6	10:1	7:1	20:1
C	2-5	10:1	7:1	12:1
D	2-6	10:1	7:1	15:1
E	2-6	10:1	7:1	11:1
Missouri				
A	3-6	10:1	7:1	12:1
B	2-5	10:1	7:1	15:1
C	3-5	10:1	7:1	17:1
D	3-5	10:1	7:1	19:1
E	3-5	10:1	7:1	25:1
Washington				
A	4	10:1	7:1	16:1
B	3-5	10:1	7:1	14:1
C	4-5	10:1	7:1	16:1
D	5-6	10:1	7:1	15:1

(1) As previously indicated, FIDCR provides for child/staff ratios ranging from 5:1 to 10:1 depending upon the ages of the children--5:1 for 3 to 4 year olds; 7:1 for 4 to 6 year olds; and 10:1 for older children up to age 14. In case of overlapping age groups, we used the more liberal 7:1 ratio.

Source: Review of Child Care Service Provided Under Title IV, Social Security Act, HEW Audit Agency, Office of the Assistant Secretary, Comptroller, p. 24.

Results of the HEW Audit Agency's Review of Compliance with Federal State and Local Service Requirements.

States Reviewed	Number of Facilities Reviewed	Number Not Meeting Child/ Staff Ratios	Number Not Meeting Health and Safety Requirements
Massachusetts	12	0	11
New Jersey	20	8	7
Virginia	75	20	17a
Georgia	12	11	9
Michigan	Compliance waived by SRS Regional Commissioner		
Texas	6	3	5
Missouri	40	7	27
California	330	123	279
Washington	112	71	70
Totals	607	243	425

a Records were not available to permit evaluation of health and safety compliance at 55 facilities.

Source: Review of Child Care Services Provided Under Title IV, Social Security Act, HEW Audit Agency, Office of the Assistant Secretary, Comptroller, p. 38.

Senator MONDALE. Our next witness is Mr. James A. Harris, president of the National Education Association, an old friend before this committee.

Mr. Harris, we are very pleased to have you with us today.

Mr. LEHMAN. Mr. Chairman, we do have a quorum call.

I want Mr. Harris to know that it may be necessary to leave before the end of his testimony.

Senator MONDALE. If you will proceed, Mr. Harris.

STATEMENT OF JAMES A. HARRIS, PRESIDENT, NATIONAL EDUCATION ASSOCIATION, ACCOMPANIED BY LANCE LUJAN, STAFF

Mr. HARRIS. I would like to point out to the committee, Senator Mondale and members of the committee, that you have been provided with an earlier copy of my testimony. The copy that I am going to be using has undergone a number of changes.

Senator MONDALE. All right.

If you wish, we will place the current statement in the record as though read.

Mr. HARRIS. Very good, and we will provide you with a changed copy sometime in the very near future.

I am James A. Harris, president of the National Education Association of the United States.

The NEA is an independent organization open to all professional educators. It has over 1,600,000 members employed in the public schools and is the largest organization of public employees in the Nation.

The NEA has an affiliate in every State and has over 9,000 local affiliates. When we include these organizations, the NEA speaks for a combined membership of some 2.3 million public employees.

First, we would like to commend these committees, and particularly the two sponsors for their concern over the important area of early childhood development.

We have carefully studied the bills and are in basic support of most provisions. We are particularly pleased with careful provisions which the sponsors have drawn regarding standards for child care programs, facilities in research, and standards for the training and retraining of personnel. With respect to such standards, we would urge that language be included which insures rigid and universal enforcement.

I want to make clear at this time that the statements I am making here and the general position of the association are based on what are presently somewhat incomplete data. Not enough research has been or is being done in the area of child development, care, and early childhood education.

What has been shown so far is that some children make substantial gains from early childhood programs, others show no progress, but no child has had a negative effect from early care.

I am reflecting what we do know now, but I would hope that much more research will be conducted and disseminated, some of it under the auspices of title III of this act.

NEA believes that for the long range we, as a Nation, must move toward provision of voluntary universal early childhood education and care.

Given the economics and the mobility of our society, the increasing intelligence and educability of our young children, and the nature of our compulsory public school system, it makes perfectly good sense to pursue universal early childhood education, development, and care as an ultimate goal. Meanwhile, we view the model demonstration projects to be established under this legislation as an appropriate first step.

Within the context of moving toward universal early childhood programs, we advocate the provision of such programs working from kindergarten down to include younger children.

At present, six States have no public kindergarten programs. Of the 44 States which do have public kindergartens, none supports it to the extent that kindergarten is available full time to all children. Thus, the first priority, in our opinion, must be to establish and fund full-time universal kindergarten and then work from there to provide full-time quality voluntary early childhood programs.

Obviously, we recognize that education—from early childhood through postgraduate and adult training—is a function of the States. Yet, surely in this day and age, after NDEA, ESEA, and other critical programs which have been with us for some time, no one would say that the Federal Government does not have a defined and proper role in education.

We believe that this Federal role should be extended into the area of early childhood. We believe that the Federal Government must stimulate and assist the States to provide quality early childhood education. We see this function as one of the results of the legislation now before you.

We also see the public school system as having a crucial role in providing early childhood education, especially the kinds of programs contemplated in H.R. 2966 and S. 626.

The public school system, one of the strongest, most visible, and most viable institutions in our society, currently has resources—personnel and physical plant—which are essentially universal and which can be easily converted and expanded for use in early childhood programs.

In many cases, both the personnel and the plant need refining to better equip them for work with younger children, but the basic structure exists and is sound.

Additionally, the public school system is under the lawful and accepted control of duly-elected officials.

Moreover, the public school system has demonstrated that it has the commitment and capability to bring together all the needed institutional systems—such as the health and welfare agencies and so forth—to carry out successful programs for young children within local communities. I refer, of course, to Head Start.

When Head Start legislation was enacted by the Congress, it had a built-in bias against letting the schools run programs at the local level. It was possible, but difficult, for schools to be prime sponsors of Head Start programs.

Yet, over the 10 years of Head Start operations, schools have qualified as prime sponsors and have conducted many successful programs. At present, some 30 percent of Head Start programs are operated by the public schools.

I think this fact tells us a great deal about the public school system's ability to administer good programs across local jurisdictional lines and using all appropriate local resources.

Thus, given the resources and the experiences of the public schools, there is every reason why the public schools should be designated as prime sponsors under the legislation now being considered.

It is perhaps important to make clear at this point a fact which may sometimes be overlooked. Prime sponsorship does not necessarily connote conducting programs; rather, it implies an administrative oversight function to see that the best possible program is carried out either by the public school or by a qualified governmental or private nonprofit subcontractor.

We acknowledge that when the public schools are prime sponsors of early childhood development programs, certain new responsibilities and difficulties will be entailed.

Child care and early childhood education programs are not a typical classroom experience. They present a different kind of challenge to the people who will be involved in carrying out their intent.

Realistically, there are some constraints which any formalized extensive child care program will place on teachers and parents. The two groups are going to have to learn to get along and go along in seeking the best for the children. This will be difficult, but not insurmountable.

In making certain decisions, perhaps parents should control; in others, perhaps teachers should prevail. On balance, we believe it can and must be worked out. Whatever legislation is enacted must encourage that balance.

NEA believes that the purpose of early childhood care and family services is to help parents prepare a child for life—not necessarily for education in the formal sense, but for life.

Child care programs must provide an atmosphere in which the child may be exposed to experiences which he or she cannot or does not get in the home, and extend, strengthen, and augment those valuable experiences which the child may bring from home into the program.

The programs and the experiences must begin to acclimate a child to the environment in an elemental physical sense. Certainly we are not talking about teaching a 12, 15, or 24-month-old child the three R's, but rather about those experiences that are appropriate to the developmental level of the child, social and emotional, as well as intellectual.

Nor are we talking about custodial care. We agree that custodial care has a legitimate place and function. Those parents who wish custodial care for their children should be able to choose programs of this type.

Unions, for example, should be able to negotiate for custodial facilities and personnel on job sites.

We have absolutely no objection to this sort of care which does not pretend to have an education component.

But H.R. 2966 and S. 626 do not treat custodial care, nor should they. What these bills address and what we support are early childhood education, a pretraining period, not mere babysitting.

Recent research has shown, for example, that a variety of approaches to teaching young children is both necessary and beneficial to later academic and life achievements. In fact, the works of such scholars as Burton White indicate that basic learning and coping styles may be established as early as the later months of the first year of life. Learning environments which recognize and capitalize upon the early cultural and life experiences of the child must therefore reflect the appropriate diversity.

No one model of early childhood education or day care can hope to meet the endless varieties of needs which young children present.

It is our hope that the models that have resulted in gains can be further developed and adapted for use as State and local levels. Basic concepts and principles of child development which acknowledge and support individual needs of learners demand the wide varieties of models that programs, such as Head Start, Follow-Through, and others have exemplified. This is the kind of early education that NEA supports so that when a child leaves the early childhood education programs and goes on to what is more formally considered to be school, there is a carryover component.

Within this context we reemphasize that we are speaking as professional educators for the best interests of the child. As public school teachers, we have the training and the experience to recognize that many of the most important influences on a child and his or her formal learning ability emanate from the very early years. Also, by virtue of training and experience, we are probably better qualified to determine the shape of those influences than any other definable class.

We believe that only those who are qualified in early childhood education—not, for instance, an unemployed sixth grade teacher untrained in early childhood—should be entrusted with the important task of working with the very young in a classroom.

We are pleased that H.R. 2966 includes title IV to provide such training, both by the authorization of new programs and by amendment of existing legislation to permit and encourage training in early childhood education. Such training will determine the ultimate success of any early childhood education program.

It is obvious that personnel who are going to lead children into a whole new learning experience must also have had their own perceptions changed to better conduct children in the educational process. This is the true purpose of this education.

In order to provide quality programs for early childhood, a number of components must be present—education, health, nutrition, recreation, and special services.

We feel that coordination of these comprehensive services among the various local agencies involved will result in the better development of the child's self-awareness, positive self-concept, and physical and intellectual growth and realization of full human potential.

To facilitate this coordination, we support the establishment of an office of child and family services within HEW, and specifically under the Office of the Assistant Secretary for Education. We recommend, however, that the authority of the Director of the office be expanded to include all relevant programs within HEW and other agencies.

At present—and almost unbelievably—there are some 75 programs of early childhood education operated at the Federal level—aside from OCD, SRS, SSA, and, of course, OE in the Department of HEW, the Departments of Agriculture, Defense, HUD, and others all have some control over aspects of child development programs. In short, there are at least 17 Cabinet or operating agency level bureaucracies which have a finger in the pie of funding and operating early childhood education programs.

Surely this is ridiculous. It has been my unfortunate experience in contacts with the Federal Government that the various agencies do not deal realistically with each other. Programs or program components which are parceled among a number of departments or agencies either fall between the cracks altogether or are not approached as a gestalt—everybody rides some herd on a piece of the action, but nobody is in control.

For this reason, we feel strongly that the Assistant Secretary for Education must have statutory coordination responsibilities. Moreover, we recommend that the funds for all these programs be statutorily assigned to the Assistant Secretary for Education.

It is our hope that this office will become the advocate within the Federal Government for child care programs, will improve the delivery systems, and will serve as an impetus for cooperation at the local level.

A united voice for all children can be far more effective than fragmented echoes for some children.

To achieve the goals set by this proposed legislation, the establishment of a coordinating council of all agencies at the Federal level will hopefully bridge the gap between the agencies that provide child care services.

We support the provisions regulating the use of Federal funds, which clearly outline the many different options a community may have in determining their child care services. We are supportive of all those mentioned, especially the emphasis given to training and retraining, preservice and inservice, for professional and other personnel including parents and volunteers.

We will continue to encourage that funds committed for early childhood education programs represent commitment to families and their children and that early childhood education moneys not be an excuse to reduce Federal funding for K through 12 education programs.

It must be clearly understood by Congress, school boards, teachers, parents, and everyone else, that early childhood programs are a supplement to, not a substitute for, other parental guidance and other educational programs.

Another provision of H.R. 2966 and S. 626 which we totally support is the requirement for parent participation.

The most important factor in any contemplated child care program is obviously the child. But the second most factor is the parents' influence on the variety of care services that the legislation would make available.

The proposed language that ensures a parent policy committee, membership on which is balanced among the various constituencies to be served, can act as a safeguard for the delivery of services as developed and planned by the people involved.

We must base programs on the ability to be carried out by the vehicle of their choosing for the benefit of their children.

This concept implies that parents, teachers, and school boards will have to change their attitudes and operations. They must recognize that this legislation is not exclusively for the use of the system. It is for the use of the people, and it must be formed and constructed so as to have only the limits set by the degree of participation of the full community.

This change will not come in an instant. It will have to be structured, planned, and executed carefully. This is why we support extensive preservice and inservice training programs for those involved in these programs, both professional and paraprofessional.

We also recognize that neither Congress nor the education community can produce, full grown out of the head of Zeus, a structured, universal, effective early childhood education program. This is not something which can be achieved simply in one stroke of the pen.

However, we are embarked on developing, especially as reflected in your bills, a sequenced plan which will do a great deal toward delivering to our young children the kinds of care and service that they need and deserve.

That concludes my formal statement.

Senator MONDALE. Thank you very much for a most useful statement.

I wish to thank NEA for its continuing interest in this program and its cooperation and understanding of why we had to keep you waiting so long. I regret this very much.

We started the hearings somewhat late, and I was late in arriving.

How do you handle the question of strategy?

In other words, we have a tremendous deficit; we have the Presidential announcement that there will be no new programs; and we have other problems.

Would you recommend going ahead with the best bill we can pass, or would you recommend seeking an accommodation perhaps of the administration and shaving back the program substantially, and salvaging what can best be salvaged?

Mr. HARRIS. I believe I would recommend the best possible bill.

I think that we have some high type programs that we have been able to observe, and other programs that are in existence. I think, far too often, programs get started with a limited number of people and they end up there.

I think that the figures cited as far as kindergartens are concerned is evidence of that. Still, to this day, some children do not have kindergarten experience provided for them.

I would hope that we move with the best bill possible, and it means a good bit more homework is going to have to be done if it is going to stand any chance of passage, but I believe I am talking about reordering priorities somewhat so they do see it as a top priority and move in that direction.

Senator MONDALE. As you know, this committee has been concerned for a long time, as you have been, about trying to provide equal opportunities children do not get.

One criticism one hears is many schools are not as perceptive, as understanding, as supportive, and sometimes not equipped to meet the language problems, and so on, as I suppose are necessary.

Of course, those who come down hard on that side usually come down the side of some kind of delivery system like Head Start rather than through the public school system.

How do you deal with that?

Mr. HARRIS. I am of the opinion that if there is local participation so that people then will evaluate the system they have confidence in in terms of the program that is being considered, that at least it will focus the attention locally in the area where the best results are most apt to happen.

Senator MONDALE. For some years now, the committee, especially the Education Subcommittee, has been dealing with the problem of why Indian children are failing in school, and the Bureau of Indian Affairs schools and so on.

We have made some substantial changes with the help of the NEA in Indian education. We sent special money to the local schools, parental boards, funds for developing new teaching curricula, and so on.

But it was designed, in effect, partly to put pressure on the public school system to start reaching out and understanding, and adjusting to the differences which children bring with them into the school system.

Do you fear if we just send this program and fund down to the public school community that we might not get that responsiveness that the children obviously need?

Mr. HARRIS. Again my opinion is that if there is enough local parent participation, they can cause schools to move where schools have been reluctant to move. If there is a viable alternative for dealing with children, rather than having to deal without an educational program as far as certain kinds of local structures are concerned, I think it would result in proper things happening sooner.

I would hope that parent participation would cause the schools to move, but if they had to be bypassed, then that option must be there.

Senator MONDALE. Has the NEA taken a position as to whether the services under this act may be such that fees are charged above a certain income level, or would you take the position child care must be universally free?

Mr. HARRIS. We have not taken a position on that.

My personal opinion would be that I would hope that it would be, for lack of a better name, a free program.

I have real problems when we refer to any of these programs as free, when we are talking about financing them under the regular tax structure.

I think that has caused us to be slow to move, for example, on the school lunch program, to where it will be recognized as a school need and all children would receive lunch at the appropriate time.

So the term "free" gives me some problems, but I would hope that the concept does not give me any problem.

Senator MONDALE. Thank you very much.

We may have other questions that we will submit in writing.

Mr. HARRIS. We will be very pleased to receive those questions from you or any other member of the committee in writing.

Senator MONDALE. Thank you very much.

At this point I order printed all statements of those who could not attend and other pertinent material submitted for the record.

[The prepared statement of Mr. Harris and material referred to follow:]

NATIONAL EDUCATION ASSOCIATION • 1201 16th St., N.W., Washington, D C 20036 • (202) 833-4000
JAMES A. HARRIS, President
TERRY HERNDON, Executive Secretary

STATEMENT OF

JAMES A. HARRIS

PRESIDENT

OF THE

NATIONAL EDUCATION ASSOCIATION

ON

H.R. 2966 AND S. 626

THE CHILD AND FAMILY SERVICES ACT OF 1975

BEFORE THE

SENATE SUBCOMMITTEE ON CHILDREN AND YOUTH

AND THE

HOUSE SELECT SUBCOMMITTEE ON EDUCATION

JUNE 5, 1975

I am James A. Harris, President of the National Education Association of the United States. The NEA is an independent organization open to all professional educators. It has over 1,600,000 members employed in the public schools and is the largest organization of public employees in the nation. The NEA has an affiliate in every state and has over 9,000 local affiliates. When we include these organizations, the NEA speaks for a combined membership of some 2.3 million public employees.

First, we would like to commend these committees and particularly the two sponsors for their concern over the important area of early childhood development. We have carefully studied the bills and are in basic support of most provisions. We are particularly pleased with careful provisions which the sponsors have drawn regarding standards for child care programs, facilities in research, and standards for the training and retraining of personnel. With respect to such standards, we would urge that language be included which insures rigid and universal enforcement.

I want to make clear at this time that the statements I am making here and the general position of the Association are based on what are presently somewhat incomplete data. Not enough research has been or is being done in the area of child development, care, and early childhood education. What has been shown so far is that some children make substantial gains from early childhood programs, others show no progress, but there is no evidence to suggest negative effects from early care. I am reflecting what we do know now, but I would hope that much more research will be conducted and disseminated, some of it under the auspices of Title III of this Act.

NEA believes that for the long range we as a nation must move toward provision of voluntary universal early childhood education and care. Given the economics and the mobility of our society, the increasing intelligence and educability of our young children, and the nature of our compulsory public school system, it makes perfectly good sense to pursue universal early childhood education, development, and care as an ultimate goal. Meanwhile, we view the model demonstration projects to be established under this legislation as an appropriate first step.

Within the context of moving toward universal early childhood programs, we advocate the provision of such programs working from kindergarten down to include younger children. At present, six states have no public kindergarten programs; of the 44 states which do have public kindergartens, none supports it to the extent that kindergarten is available full-time to all children. Thus the first priority in our opinion must be to establish and fund full-time universal kindergarten and then work from there to provide full-time quality voluntary early childhood programs.

Obviously we recognize that education--from early childhood through postgraduate and adult training--is a function of the states. Yet surely in this day and age, after NDEA, ESEA, and other critical programs which have been with us for some time, no one would say that the federal government does not have a defined and proper role in education. We feel that this federal role can and should be extended into the area of early childhood. We believe that the federal government must stimulate and assist the states to provide quality early childhood education. We see this function as one of the results of the legislation now before you.

We also see the public school system as having a crucial role in providing early childhood education, especially the kinds of programs contemplated in H.R. 2966 and S. 626.

The public school system, one of the strongest, most visible, and most viable institutions in our society, currently has resources--personnel and physical plant--which are essentially universal and which can be easily converted and expanded for use in early childhood programs. In many cases both the personnel and the plant need refining to better equip them for work with younger children, but the basic structure exists and is sound. Additionally, the public school system is under the lawful and accepted control of duly elected officials.

Moreover, the public school system has demonstrated that it has the commitment and capability to bring together all the needed institutional systems--such as the health and welfare agencies--to carry out successful programs for young children within local communities. I refer, of course, to Head Start. When Head Start legislation was enacted by the Congress, it had a built-in bias against letting the schools run programs at the local level--it was possible, but difficult, for schools to be prime sponsors of Head Start programs. Yet, over the ten years of Head Start operations, schools have qualified as prime sponsors and have conducted many successful programs. At present, some 30 percent of Head Start programs are operated by the public schools. I think this fact tells us a great deal about the public school system's ability to administer good programs across local jurisdictional lines and using all appropriate local resources.

Thus, given the resources and the experiences of the public schools, there is every reason why the public schools should be designated as prime sponsors under the legislation now being considered.

It is perhaps important to make clear at this point a fact which may sometimes be overlooked. Prime sponsorship does not necessarily connote conducting programs; rather, it implies an administrative monitoring function to see that the best possible program is carried out either by the public school or by a qualified governmental or private non-profit subcontractor.

We acknowledge that when the public schools are prime sponsors of early childhood development programs, certain new responsibilities and difficulties will be entailed. Child care and early childhood education programs are not a typical classroom experience. They present a different kind of challenge to the people who will be involved in carrying out their intent.

Realistically, there are some constraints which any formalized, extensive child care program will place on teachers and parents. The two groups are going to have to learn to get along and go along in seeking the best for the children. This will be difficult but not insurmountable. In making certain decisions, perhaps parents should control; in others, perhaps teachers should prevail. On balance we believe it can and must be worked out. Whatever legislation is enacted must encourage that balance.

NEA believes that the purpose of early childhood care and family services is to begin to prepare a child for life--not necessarily for education in the formal sense, but for life. Child care programs must provide an atmosphere in which the child may be exposed to experiences which he or she cannot or does not get in the home, and extend, strengthen, and augment those valuable experiences which the child may bring into the program. The programs and the experiences must begin to acclimate a child to the environment in an elemental physical sense--certainly we are not talking about teaching a 12-, 15-, or 24-month old child the three R's, but rather about those experiences that are appropriate to the developmental level of the child, social and emotional as well as intellectual.

Nor are we talking about custodial care. We agree that custodial care has a legitimate place and function. Those parents who wish custodial care for their children should be able to choose programs of this type. Unions, for example, should be able to negotiate for custodial facilities and personnel on job sites. We have absolutely no objection to this sort of care which does not pretend to have an education component. But the bills being considered do not treat custodial care, nor should they. What these bills address and what we support are early childhood education, not mere babysitting.

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Within this context we reemphasize that we are speaking as professional educators for the best interests of the child. As public school teachers we have the training and the experience to recognize that many of the most important influences on a child and his or her formal learning ability emanate from the very early years. Also by virtue of training and experience we are probably better qualified to determine the shape of those influences than any other definable class.

We believe that qualified personnel are essential for work in early childhood programs. We agree that programs to train--and/or retrain--early childhood educators must be established and funded. We believe that such training programs will attract into early childhood education motivated individuals, either new blood or experienced people needing training to enter a related field. We are pleased that H.R. 2966 includes Title IV to provide such training, both by the authorization of new programs and by amendment of existing legislation to permit and encourage training in early childhood education. Such training will determine the ultimate success of any early childhood education program. It is obvious that personnel who are going to lead children into a whole new learning experience must also have had their own perceptions changed to better conduct children in the educational process. This is the true purpose to education

In order to provide quality programs for early childhood, a number of components must be present: education, health, nutrition, recreation, and special services. We feel that coordination of these comprehensive services among the various local agencies involved will result in the better development of the child's self-awareness, positive self-concept, and physical and intellectual growth and realization of full human potential. To facilitate this coordination, we support the establishment of an office of child and family services within HEW, and specifically under the Office of the Assistant Secretary for Education. We recommend, however, that the authority of the Director of the office be expanded to include all relevant programs within HEW and other agencies.

At present--and almost unbelievably--there are some 75 programs of early childhood education operated at the federal level: aside from OCD, SRS, SSA, and of course OE in the Department of HEW, the Departments of Agriculture, Defense, HUD, and others all have some control over aspects of child development programs. In short, there are at least 17 Cabinet- or operating agency-level bureaucracies which have a finger in the pie of funding and operating early childhood education programs.

Surely this is ridiculous. It has been my unfortunate experience in contacts with the federal government that the various agencies do not deal realistically with each other. Programs or program components which are parceled among a number of departments or agencies either fall between the cracks altogether or are not approached as a gestalt--everybody rides herd on a piece of the action, but nobody is in control. For this reason we feel strongly that the Assistant Secretary for Education must have statutory coordination responsibilities. Moreover, we recommend that the funds for all these programs be statutorily assigned to the Assistant Secretary for Education. It is our hope that this office will become the advocate within the federal government for child care programs, will improve the delivery systems, and will serve as an impetus for cooperation at the local level. A united voice for all children can be far more effective than fragmented echoes for some children. To achieve the goals set by this proposed legislation, the establishment of a coordinating council of all agencies at the federal level will hopefully bridge the gap between the agencies that provide child care services.

We support the provisions regulating the use of federal funds, which clearly outline the many different options a community may have in determining their child care services. We are supportive of all those mentioned, especially the emphasis given to training and retraining, preservice and inservice, for professional and other personnel including parents and volunteers.

We will continue to insist that funds committed for early childhood education programs represent the nation's commitment to our young children, and that early childhood education moneys not be used as an excuse to reduce federal funding for K-12 education programs. It must be clearly understood--by Congress, school boards, teachers, parents, and everyone else--that early childhood programs are a supplement to, not a substitute for, other education programs.

Another provision of H.R. 2966 and S. 626 which we totally support is the requirement for parent participation. The most important factor in any contemplated child care program is obviously the child. But another important factor is the parents' influence on the control of the variety of care services that the legislation would make available. The proposed language that ensures a parent policy committee, membership on which is balanced among the various constituencies to be served, can act as a safeguard for the delivery of services as developed and planned by the people involved.

We must base programs on the ability of people to set goals for services to be carried out by vehicles of their choosing for the benefit of their children. This concept implies that some parents, teachers, and school boards may have to change their attitudes and operations. They must recognize that this legislation is not exclusively for the use of the system. It is for the use of the people, and it must be formed and constructed so as to have only the limits set by the degree of participation of the full community. This change will not come in an instant. It will have to be structured, planned, and executed carefully. This is why we support extensive preservice and inservice training programs for those involved in these programs, both professional and paraprofessional.

We also recognize that neither Congress nor the education community can produce immediately a full grown, structured, universal, institutionalized, effective early childhood education program. This is not something which can be achieved simply in one stroke of the pen. However, we are embarked on developing, especially as reflected in H.R. 2966 and S. 626, a sequenced plan which will do a great deal towards delivering to our young children the kinds of care and service that they need and deserve.

NEA Resolution 74-16
Child Care Services

"The National Education Association urges the enactment of federal legislation to assist states and local communities in providing child care services, including early child development programs, health services, public community centers for the retarded and seriously handicapped, and family counseling. Such programs must provide for maximum involvement of educators and parents at the operational as well as the administrative level.

"The Association should establish standards for child care facilities and certification standards for professional child care personnel and seek their adoption by state agencies."

Action of NEA Board of Directors
May 3, 1975

Resolved that the NEA actively seek and support federal legislation such as amending the Child and Family Services Act of 1975--the Mondale-Brademas Bill--to provide for universally available early childhood and day care services and parental training for high school students, offered by the public schools as the prime sponsors.

Remarks on

THE ROLE OF THE PUBLIC SCHOOLS IN PROVIDING SERVICES FOR VERY YOUNG CHILDREN AND THEIR FAMILIES*

Submitted to the Senate Subcommittee
on Children and Youth

in behalf of the Task Force
of the Early Childhood Project
of the Education Commission of the States

June 5, 1975

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*The remarks that follow deal specifically with the role of the public schools in providing services for young children and their families under the provisions of the Child and Family Services Act of 1975. A statement on the prime sponsorship provisions of the act will be submitted for hearings scheduled by the Subcommittee on June 16, 1975.

As it has been in the past, the issue of prime sponsorship is once again the subject of lengthy discussion and debate on the part of those concerned with the needs of young children and their families. The choice of prime sponsor will determine who will administer the programs provided for in the Child and Family Services Act of 1975. That decision will, in turn, determine to a large extent the orientation of the programs that will be made available and the persons who will eventually be employed to provide these urgently needed services.

There is a very great reluctance to see all of the programs and services included in this bill become the responsibility of any single agency. Section 102 of the proposed legislation would result in a well-rounded approach to meeting the needs of young children and their families. Failure to provide an appropriate administrative framework could easily result in some of the programs receiving limited commitment and attention, in spite of the fact that there is a definite need for all of them to be fully implemented by concerned and capable individuals.

The question under debate at this time is whether or not the public school system could, as prime sponsor, effectively administer the programs and services provided for in the act. It is evident from the publications of the Task Force of the Early Childhood Project that they have found both advantages and disadvantages in placing responsibility for early childhood programs with the public schools.

On the one hand, the Task Force has acknowledged that "by retaining responsibility for these programs within the same framework administering elementary and secondary schools, the set-up should enable the school system to facilitate the transition between early childhood programs and the standardized first, second and third grades."[1] Secondly, the Task Force points to the possibility that such an arrangement would result in the inclusion of programs for very young children within a familiar and accepted organizational framework. Finally, it is noted that if these programs were provided through the public school system, the educational dimension would be more likely to receive adequate emphasis.

Listed as potential disadvantages are two frequently noted concerns regarding the willingness and ability of the schools to: (1) deal with child development in the broadest sense (and as provided for in the Child and Family Services Act) as opposed to a narrower concern for early childhood education; and (2) to deal effectively with the needs of the family as a whole.

Speaking at a recent national symposium sponsored by the Early Childhood Project, two Task Force members debated the pros and cons of placing responsibility for early childhood programs in the public schools.[2] Ed Martin, the acting director of the Bureau of Education for the Handicapped, emphasized the need for a coherent public policy and urged that the public education agency be charged with primary responsibility for early childhood programs. Jule Sugarman, Atlanta's chief administrative officer, urged that no decision be made in favor of a single agency and identified several criteria that communities might use in choosing service providers.

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[1] See Early Childhood Development: Alternatives for Program Implementation in the States, Early Childhood Report No. 1 (Denver, Colo.: Education Commission of the States, 1971) p. 30.

[2] Implementing Child Development Programs: Report of an August 1974 National Symposium. Early Childhood Report No. 10 (Denver, Colo.: Education Commission of the States, 1974) pp. 19-31.

The Task Force, then, has expressed some reservations concerning the willingness and ability of the schools to provide comprehensive child development programs. It has also listed some of the advantages that might be expected to accrue if responsibility for these programs were to be assumed by the school system. More significantly, however, the Task Force has consistently urged that the choice of services and service providers be made at the community level.

In the model legislation developed by the Task Force,[3] a strong emphasis is placed on the establishment of councils at the local level. Each council would "have the authority to design, develop, review and implement a local program to meet early childhood development and family service needs..."[4] Local councils would work cooperatively with a statewide council (to be composed of members of local councils and four state officials) in the development and implementation of a state plan for early childhood programs and services. Administrative responsibility would reside in a state office of child development or its equivalent.

Such an arrangement would permit individual communities to determine the nature of services needed and to arrange for the provision of those services in the most effective and economical way -- including the utilization when possible of the resources available through the public school system. At the same time, coordination at the state level would permit an equitable distribution of all available resources within the state to deal with the most urgent unmet needs of its young children and their families.

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[3] Establishing a State Office of Early Childhood Development: Suggested Legislative Alternatives, Early Childhood Report No. 3 (Denver, Colo.: Education Commission of the States, 1972.)

[4] Ibid., p. 28.

The Task Force has concluded that a wide variety of services must be available to communities. This variety can best be guaranteed by providing a system in which localities are permitted to select service providers on the basis of their ability to meet the needs of the community (with appropriate safeguards against discriminatory practices.) The extensive formal and informal network that is currently providing a wide range of needed services to young children and their families must receive additional support if those services are to be further expanded and refined. It is the position of the Task Force that the further expansion and refinement of existing services is in the best interest of young children and their families.

OFFICE OF GOVERNMENT LIAISON
1312 MASSACHUSETTS AVENUE, N. W. • WASHINGTON, D. C. 20005 • 202/659-6606

**UNITED STATES
CATHOLIC CONFERENCE**

July 14, 1975

Honorable John Brademas, Chairman
Subcommittee on Select Education
Committee on Education and Labor
U.S. House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

On behalf of the United States Catholic Conference, I would like to express our views on one aspect of H.R.2966 (S.626), the proposed "Child and Family Services Act of 1975."

In the past, the U.S.C.C. has supported Congressional efforts to increase and improve badly needed day care services especially for lower income and poor families. We expect to continue this support in regard to the Joint House-Senate Subcommittee consideration of such legislation.

However, we are very concerned with the efforts of certain elements of the public school establishment to exclusively control any expansion of Federally funded day care and pre-school educational programs. To restrict participation to the public schools does not seem sensible since day care and pre-school educational programs have traditionally been provided by a wide range of private, non-profit organizations as well as public agencies. To limit new programs to funding public school agencies would force us to seriously reconsider our support for this otherwise desirable legislation.

Hon. John Brademas
Page Two
July 14, 1975

The funding and sponsoring mechanisms proposed in H.R. 2966 and S. 626 are sound and would insure that the children enrolled in quality programs operated by the private sector would participate equitably in any new Federal programs. Therefore, we urge that you retain this approach in any bill which is reported for consideration by Congress.

I am requesting that this letter be entered into the record of your Subcommittee's hearings on this matter.

Sincerely,

James L. Robinson
Director

JLR/ed

ROBBINSDALE FEDERATION of TEACHERS
LOCAL 872 AMERICAN FEDERATION of TEACHERS, AFL-CIO
2040 Douglas Drive N., Minneapolis, Minn. 55422 Phone 546-5244

April 14, 1975

The Honorable Walter F. Mondale
443 Old Senate Office Building
Washington, D. C. 20510

Dear Senator Mondale:

I am writing to you on behalf of our members who, at our last Executive Council meeting, adopted a resolution on Early Childhood Education Programs.

We urge you to incorporate these changes in the Comprehensive Early Childhood Education Bill:

1. Total allocation should be $3.75 billion in the first three years.

2. The Public Schools should be the prime sponsor of all programs designed for children aged 2½ years or older.

The education of the children of our nation should indeed remain primarily the responsibility of our public schools.

Sincerely yours,

Martha Beckdahl, Chairperson
RFT Legislative Committee

MINNESOTA FEDERATION OF TEACHERS
175 Aurora - St. Paul, Minnesota 55103 - (612) 227-8583

March 20, 1975

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Democracy in Education
Education for Democracy

The Honorable Walter F. Mondale
Senate Office Building
Washington, D.C. 20510

Dear Senator Mondale:

The Minnesota Federation of Teachers appreciates and takes pride in the interest and concern that you as our senator show for the young children of the nation. However, we are concerned with portions of the Child and Family Services Act which you have introduced.

That there is a great unmet need in the area of early childhood programs is quite generally agreed upon. In Minnesota, as in other parts of the country, many children whose parents work are being cared for in sub-standard conditions. Recent research has shown that these early years are probably the most important in emotional, psychological and intellectual development. Everything the young child does has an educational impact - is a learning experience. Therefore, we feel that the need for universally available child care services should be met by quality programs with a strong educational component. We feel that the best and most logical agent for the delivery of these programs is the public education system.

Here in Minnesota, as on the national level, there has been a great controversy over the position that we take, so we would like to further clarify the reasons for this proposal.

Any programs which deal with young children should be of good educational quality. This does not mean that a classroom setting is necessary; all over the country educational programs for children of all ages are varying from the traditional classroom setting. Early childhood programs should however be enriching and encouraging for the child's mental growth as well as caring for his or her health and welfare.

We are very concerned with the qualifications of those people actually caring for the children. At present the standards for employment at child care centers are low and varied. Turnover rates are high and pay is low. We would like to see some kind of certification process to insure that those persons who have day to day contact with children have had at least some basic training program in early childhood development.

It should be made very clear that these programs are voluntary, even though they would be administered alongside traditional compulsory

(Continued)

page two

March 20, 1975

The Honorable Walter F. Mondale
Senate Office Building

school programs. However, we feel that ideally the programs should be available to all those who need the services, just as the public schools are available to all older children. Parental input is especially important in the pre-school years and involvement at this level might even lead to greater parental involvement throughout the child's school years.

The Minnesota Federation of Teachers by the following resolution urges you to adopt the changes in the Family Services Act which the AFT has proposed:

BE IT RESOLVED that the MFT strongly urge the adoption of changes in the early childhood legislation:

·Total allocation should be $4.75 billion in the first three years, compared to the $1.85 billion for the first four years under the Mondale-Brademus bill.

·For most programs designed for children 2½ years or older, the public schools should be the prime sponsor, with the U.S. Dept. of Health, Education, and Welfare responsib'e for locating authority. Alternative sponsors for areas where the schools do not want to take responsibility should be provided but with public accountability. Children under 2½ should be served through a specialized agency for young children. There should be the opportunity for private and public nonprofit agencies to apply for project assistance to the prime sponsor, the public schools.

·All such programs should be clearly understood to be voluntary, even though they would be offered under traditional compulsory public school programs.

·Advisory parent and community boards should be built in.

·Food and nutrition regulations should be strengthened.

·Strict teacher-child ratios should be maintained, starting with 1:2 for infants following the federal interagency day-care requirements.

We hope to see legislation enacted which will provide for healthy and full development of our children and progress toward a system of education which is beneficial to persons throughout their lives.

Sincerely,
Flora Rogge
Flora Rogge, President

FR:L:sm
opeiu12
aflcio

DAN ROSTENKOWSKI
8TH DISTRICT, ILLINOIS

MAJORITY WHIP, ILLINOIS

COMMITTEES:
WAYS AND MEANS

CHAIRMAN
SUBCOMMITTEE ON HEALTH

SUBCOMMITTEE ON TRADE

JOINT COMMITTEE ON
INTERNAL REVENUE TAXATION

Congreſs of the United States
House of Repreſentatives
Waſhington, D.C. 20515

March 26, 1975

Honorable Walter F. Mondale
Chairman, Subcommittee on Children
and Youth
Senate Labor and Public Welfare Committee
Suite 4230 Dirksen Senate Office Building
Washington, D. C. 20510

Dear Mr. Chairman:

Your Subcommittee on Children and Youth is currently considering the Child and Family Services Act of 1975. The present language and intent of the bill provides that prime sponsors may be localities or combinations of localities, or states in the case where no prime sponsors have been designated.

It has come to my attention that the American Federation of Teachers is attempting to mount support within the educational community to demand that the designation of prime sponsors be changed to Boards of Education. I fear that such a change would be detrimental to the continuity and high quality of the existing day care programs. This change can only cause unwanted confusion in the programming of those components essential to a well-constructed day care program, namely; education, nutrition, health care, home care, social and psychological services and the involvement of the entire family.

The public school systems in this country are already operating at maximum effort to fulfill their prime responsibility of educating our school-age children. Adding comprehensive child care to their present educational perspective would be an unmanagable burden.

My own City of Chicago has one of the most comprehensive day care programs in the nation. I strongly urge that the present language in the Child and Family Services Act of 1975, relating to the designation of prime sponsors be maintained.

With warm regards, I am

Sincerely yours,

Dan Rostenkowski

Dan Rostenkowski
Member of Congress

DR:cmj

cc: Senator Charles Percy

cc: Senator Adlai Stevenson

Senator **Mondale.** We stand in recess.

[Whereupon, at 12:30 p.m., the joint subcommittees adjourned.]

CHILD AND FAMILY SERVICES ACT, 1975

MONDAY, JUNE 16, 1975

U.S. Senate,
Subcommittee on Children and Youth and the
Subcommittee on Employment, Poverty,
and Migratory Labor of the
Committee on Labor and Public Welfare;
and the Subcommittee on Select Education,
of the House Committee on Education and Labor,
Washington, D.C.

The subcommittees met, pursuant to notice, at 9:30 a.m., in room 2175, Rayburn House Office Building, Senator Walter F. Mondale presiding.

Present: Senators Mondale and Stafford; Representatives Brademas, Hall, Cornell, and Miller.

Senator Mondale. The committee will come to order.

Our first witnesses this morning will be a panel consisting of Frieda Mitchell, chairperson, United Communities for Child Development, Inc., Frogmore, S.C.; Hannah Atkins, member of the board of directors, Black Child Development Institute, Inc., Washington, D.C., also member of the Oklahoma House of Representatives; and Evelyn Moore, executive director Black Child Development Institute, Inc.

STATEMENT OF EVELYN K. MOORE, EXECUTIVE DIRECTOR, BLACK CHILD DEVELOPMENT INSTITUTE, INC.

Ms. Moore. Good morning.

My name is Evelyn K. Moore. I am executive director of the Black Child Development Institute.

I am happy to respond to your invitation to testify here today.

Accompanying me is the Honorable Hannah D. Atkins, a member of the board of the Black Child Development Institute, and a State representative from Oklahoma.

The Black Child Development Institute is a nonprofit membership organization. We are active in 27 States across the country—working with community grassroots groups helping them to:

One: Improve the quality of their child development and child welfare programs through workshops and direct technical assistance;

Two: Monitor national, State, local legislation and regulations, and train local monitors of public policy at State and local levels;

Three: Communicate and share their problems and solutions with each other.

Our organized members represent a crosssection of citizenry who recognize the special needs of black children. These include parents, teachers, lawyers, doctors, psychologists, psychiatrists, social workers, and sociologists.

The Black Child Development Institute plays an advocacy role on behalf of black children and their families. We view our mission as the strengthening of black family life within the context of community development, and we recognize the important role of publicly funded child development programs.

THE NEEDS

We can certainly testify to the tremendous need in the black community for such programs. The needs are the same as those in the white community, but are greater because of the disproportionate number of black families who suffer from poverty and because of the racial discrimination which victimizes black families in all areas of life.

I can quote to you a number of statistics that would reflect the status of black children but the one that is particularly significant is the large number of black mothers that we have in the labor force. We have data that shows that as many as 50 percent of black women are in the labor force as compared to one-third of the white mothers.

Here in the District of Columbia, for example, two-thirds of the mothers with children from 6 to 18 are in the labor force. Here in the District of Columbia, 7 out of every 10 mothers who have children between the age of 6 and 18 are the heads of households. I think this is significant in terms of what faces black mothers as they attempt to optimize the development of their children.

Therefore, we are really pleased that in the drafting of this legislation the overriding purposes that are reflected throughout is the strengthening of the family.

I am really happy, first of all, that this Nation is about to go on record as being firmly committed to providing comprehensive child development services to children;

Second, that parents be given a decisionmaking role in programs that affect their children's lives;

Third, that day care be broadened to include a range of children in need and that it no longer be viewed as a welfare program;

Fourth, that the 1968 Federal interagency guidelines continue to be used as a guide for high quality standards with the reinstatement of the educational components;

Fifth, that emphasis and value be placed on the cultural aspects of family life;

Sixth, that there be a commitment to train persons to work effectively with young children; and

Seventh, that there be a socio-economic mix of children in day-care programs.

DELIVERY SYSTEM

While the majority of us can agree with the programmatic principles contained in the bill, one of the most difficult areas for agreement is the design of the delivery system for the proposed program.

The recent combination of proposals related to the reorganization of Federal departments, DHEW studies of program consolidations and integration, the presence of the "new Federalism", the revenue-sharing philosophy, and continued consumer pressure for greater involvement in shaping programs, have caused delivery systems design to be one of the most celebrated of public policy issues.

Quite apart from the present political atmosphere, the design of delivery systems for Federal programs is a most critical phase of program policymaking because of the effect of the delivery design in interpreting the legislative intent and implementing the substantive integrity of a particular program.

Beyond the obvious programmatic considerations, the selection of one or another delivery strategy is crucial in determining the political fate—passage intact, passage with major modifications, or rejection by Congress and the President—of proposed programs.

Differences in political perspective tend to become more manifest and clearcut at delivery system points than at the initial and more conceptual levels of program content determination. Few legislators will disagree with the need for comprehensive child care legislation, yet many will disagree with the delivery design of such initiatives.

In recognition of this unusually sensitive situation, we as child advocates anticipated the attention which would be given to the design of the delivery system for any comprehensive child development legislation.

At our last national annual meeting, we invited State legislators, representatives from national parent organizations, teachers and administrators of large day-care child development programs, to a seminar which focused on recommendations for the delivery of services to black children and their families.

The recommendations which emerged from the meeting urged the prime sponsorship of child development programs by States and municipalities. The groups agreed that the legislation should allow capable nonprofit groups to apply for prime sponsorship when States or local governments are not adequately responsive to child care needs.

I am pleased to introduce to you Representative Hannah D. Atkins from Oklahoma, who led a workshop at this important meeting.

Mrs. Atkins is representative of the increasing number of black mayors and black legislators who can bring an increased responsiveness on the part of States to the needs of black children. She will share with you the recommendations that came out of the deliberations of our constituency.

This portion of our testimony will be specifically aimed at discussing the role of the State.

Senator Mondale. We are very pleased to have you with us this morning.

STATEMENT OF HANNAH D. ATKINS, MEMBER OF THE BOARD OF DIRECTORS, BLACK CHILD DEVELOPMENT INSTITUTE, INC., WASHINGTON, D.C.; ALSO MEMBER OF THE OKLAHOMA HOUSE OF REPRESENTATIVES

Ms. Atkins. Thank you, Senator.

I feel very privileged and honored to have the opportunity to offer the viewpoint of the Black Child Development Institute from a State perspective.

I would like to take a moment to commend you for your perseverance in pursuing this most desired piece of legislation. I feel it will have a great impact on the whole future of the country. We are pleased to be a part of these efforts.

I know your time is limited. I will proceed directly into the substance of my comments.

Public support for kindergarten and early childhood education continues to grow at the State level.

We do have 11 States, California, Georgia, Maine, Massachusetts, Missouri, Pennsylvania, South Carolina, Tennessee, Vermont, Washington, and West Virginia, providing some kind of support for these programs.

At least 38 States offer pre-first grade programs, other States offer supportive services other than medical and dental care. This compares with 30 States in 1972.

I propose three fundamental principles which should undergird a delivery system that designates a State or city as prime sponsor. These principles are essential safeguards if States are to be prime sponsors.

FIRST PRINCIPLE

The delivery system should satisfactorily serve the substantive integrity of the proposed program.

We would propose, in addition to the annual evaluation requested by the Secretary, that the bill contain more specific language for planning and administration to insure high standards. There are four elements that must be included.

First: The administrative body for day care and child development should be an Office of Children or Child Development, responsible to the Governor or the mayor.

Second: This agency should establish guidelines for monitoring and evaluation based on the minimal standards established; see that there is wide dissemination of information on every level of operation; insure that the staff reflects the ethnic population of the area served and that the needs of the ethnic and multilingual community are met, and give special attention to the income and employment level of the area served.

Third: Minimal standards for health, education, social services, personnel, fiscal policies and audit requirements should be developed at this level with parent participation.

Fourth: It would also be the responsibility of this agency to develop criteria for appropriating and allocating funds based on established criteria and to establish a range for administrative costs.

In summary, we strongly urge you to include language in the legislation which not only sets high standards, but enforces them through a specific process that is legislated. General language on the comprehensiveness of the program is not enough.

Carefully thought-out procedures for monitoring programs and providing technical assistance are essential for the preservation of substantive integrity. Specifically, we urge the inclusion of language that sets forth guidelines for program review, program evaluation, and program technical assistance.

SECOND PRINCIPLE

The delivery system should be operationally and functionally sound, and provide adequate provisions for due process to be observed.

It is the belief of our constituents that States have special authorities that do make them more functionally sound in the administration of child-development programs. These include: (1) authority to tax; (2) authority to use existing administrative machinery; (3) authority to establish a special-purpose State agency specifically for the purpose of developing and coordinating children's programs; and (4) authority to establish checks and balances for consumer protection, and this is perhaps the most important of all.

We suggest that the proposed legislation require any plan for daycare or child development to be aired at public hearings across the State, county, or city before submission to HEW. Moreover, 65 percent of the prime sponsor council or board should be parents; the council should be racially and ethnically representative of the population served; and should have representatives from business, professional groups, government and child-serving agencies. This should be spelled out in the act.

In reference to setting adequate provisions for due process, we believe due process ought to be at the three levels of each component of the delivery system: Prime sponsorship, administration, and program operations.

Following are specific recommendations regarding an appeals process: (1) there should be an appeals procedure directly to HEW; (2) there should be an appeals and grievance procedure for both local programs and consumers; and (3) there should be an appeals procedure for rejected applicants.

THIRD PRINCIPLE

The delivery design should not be compromised by special-interest groups.

In line with this principle, we believe that, although no special effort ought to be made to exclude public schools as prime sponsors, no special language giving them priority should be contained in the legislation.

Although we say we have created a school system that equalizes opportunity for all children, we find that 12 years of public schooling actually increases the gap between rich and poor students. Our children are not learning to read, write, and compute the three skills that are essential for survival in America's technological society. We know that:

The black high school dropout rate was twice the national average in 1973;

A disproportionate number of black children are labeled and tracked into rooms for children with learning disabilities, special needs, and with those who are mentally retarded;

Black children are responded to in most public school situations from a deficit model, and a perspective which regards them as deviant and representative of a social pathology.

Before we allow the public schools to become the primary institution in the lives of our children under 5, the schools need to set their own house in order, and fulfill their own promise of equal educational opportunity for the children they have now.

In relation to other special-interest groups, the legislation should not permit profitmaking corporations to receive public moneys for child-development programs. We feel very strongly about this.

In an effort to protect the quality "mom and pop" centers, we would urge that the legislation permit these centers time to convert to nonprofit status.

The interest group primarily concerned, the parents, should be protected and defined clearly in the legislation. Consumer and grassroot operations should not be sacrificed in recalcitrant States.

For example, in the State of Mississippi there has been made a continued effort to wrest programs out of the hands of consumers and to restrict parent and community decisionmaking.

In order to protect parents and communities from State power, it is essential that child and family-service councils, as well as local program councils be required to have adequate parent representation, parent representation at all board levels.

Thus, we recommend that:

One: Each council should have a policy board with 65 percent parent representation in the membership.

Some national organizations have suggested in their testimony a restriction and/or limitation of parent participation on policy councils. We are opposed to lessening the percentage called for in the legislation. In fact, as you note, we request a higher percentage, so that parents can make substantial input on decisions on a sustained basis.

A large number of parents will prevent professionals from dominating board decisions, and will enable parents to participate actively on various board committees without becoming overburdened.

This was a very strong point made at our last national meeting.

Two: There should be mandatory training requirements for staff and board.

This requirement is an effort to insure that board and staff operate effectively. Training will help them plan by objectives, assist in resolving conflict situations in a positive way, and, most importantly, help them learn to differentiate roles, that is, policymaking versus program operations.

CONCLUSION

This statement, although endorsing State control, should be considered in its totality. That is, all the suggestions made are required if State control is to be effective and beneficial to black families.

In view of the poor track record of certain States, particularly those in the Southeast, we propose that the legislation include a bypass provision for those States which are unable or unwilling to meet the requirements for State control.

In relation to the overall delivery design for comprehensive child development, the issues of designation of service areas and determination of due process procedures will be particularly important for constituency involvement. Without question, there must be explicit definition of local service areas, prime sponsorship and appeals processes. In part, these constituency concerns are components of the capacity-building function between Federal and State governments.

Our statement has highlighted some of the major political and program considerations which must be weighed in the course of designing and supporting a comprehensive child development delivery strategy. The following are key functional considerations.

1. Transferring operational program resources and responsibilities from the Federal Government to State and local levels;
2. Strengthening State and local capacities to effectively cope with new and expanded program responsibilities.
3. Specifying consumer and constituency involvement in program policy and due process intervention points in the delivery design of programs.

In our role as advocates for black children, we are aware that, historically, advances made on behalf of black people have benefited the population as a whole. We believe that to be true within the context of this legislation.

While our recommendations are from a black perspective, we believe that they will be valuable to all children impacted by this legislation.

We appreciate this opportunity to be invited to testify on this most important legislation and are prepared to offer our assistance in making publicly funded child development programs a reality.

Senator MONDALE. Thank you very much.

[The prepared statement of the Black Child Development Institute, Inc., as presented by Ms. Moore and Ms. Atkins jointly, follows:]

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CHILD
DEVELOPMENT
INSTITUTE, INC.

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MAURINE F. McKINLEY
Associate Director

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June 16, 1975

Testimony on The CHILD AND FAMILY SERVICES ACT (H.R. 2966, S. 626) to the Joint Hearings of The House Select Subcommittee on Education, The Senate Subcommittee on Children and Youth, and The Senate Subcommittee on Employment, Poverty and Migratory Labor.

EVELYN K. MOORE
Executive Director
Black Child Development
Institute

Hannah D. Atkins
Black Child Development
Institute Board of Directors
State Representative, Oklahoma

1028 CONNECTICUT AVENUE, N.W., SUITE 514, WASHINGTON, D.C. 20036 (202) 659-4010

My name is Evelyn K. Moore. I am the Executive Director of the Black Child Development Institute. I am happy to respond to your invitation to testify here today. Accompanying me is the Honorable Hannah D. Atkins a member of the Board of the Black Child Development Institute and a state representative from Oklahoma.

The Black Child Development Institute is a non-profit membership organization. We are active in twenty-seven states across the country - working with community grass-roots groups helping them to:

1) Improve the quality of their child development and child welfare programs through workshops and direct technical assistance,
2) Monitor national, state and local legislation and regulations and train local monitors of public policy at state and local levels,
3) Communicate and share their problems and solutions with each other.

Our organized members represent a cross-section of citizenry who recognize the special needs of Black children. These include parents, teachers, lawyers, doctors, psychologists, psychiatrists, social workers, and sociologists. The Black Child Development Institute plays an advocacy role on behalf of Black children and their families. We view our mission as the strengthening of Black family life within the context of community development, and we recognize the important role of publicly-funded child development programs.

THE NEEDS

We can certainly testify to the tremendous need in the Black community for such programs. The needs are the same as those in the white community, but are greater because of the disproportionate number of Black families who suffer from poverty and because of the racial discrimination which victimizes black families in all areas of life. What are the need statistics regarding the status of our 1.466 million Black pre-school children ages 3 to 5?

- We know that there are at least 19 deaths in the first year of life per 1,000 live births of white children, compared to 35 deaths per 1,000 live births for Black children. Many of our Black children do not live to become eligible for early education programs;
- We know that for every 100,000 live births 19.5 white mothers die. Over three times the number of poor and non-white mothers die from pregnancy complications than white mothers. Many of our mothers do not live to see their children become pre-schoolers;
- We know that one-half of all Black mothers are in the labor force at any given time as compared to less than 1/3 of white mothers. Many of our mothers must work in order to meet basic family needs such as food, clothing and shelter;
- We know that at the current level, approximately 379,000 children are served by Headstart. Of the 379,000 children 56,000 children are in full day year round programs. Only about half of these children are Black. Many of our children must be placed in less than adequate day care settings out of necessity.

We are pleased that in the drafting of this legislation the overriding purpose reflects your belief in strengthening the American family. We are supportive of the basic premises contained in the proposal:

1) That this nation go on record as being firmly committed to providing comprehensive child development services to children;

2) That parents be given a decision-making role in programs that affect their children's lives;

3) That day care be broadened to include a range of children in need, and that it no longer be viewed as a welfare program;

4) That the 1968 Federal Interagency Guidelines continue to be used as a guide for high quality standards with the reinstatement of the educational component;

5) That emphasis and value be placed on the cultural aspects of family life;

6) That there be a commitment to train persons to work effectively with young children; and

7) That there be a socio-economic mix of children in day care programs.

DELIVERY SYSTEM

While the majority of us can agree with the programmatic principles contained in the bill, one of the most difficult areas for agreement is the design of the delivery system for the proposed program. The recent combination of proposals related to the reorganization of federal departments, DHEW studies of program consolidations and integration, the presence of the "new Federalism", the revenue sharing philosophy, and continued consumer pressure for greater involvement in shaping programs, have caused delivery systems design to be one of the most celebrated of public policy issues.

Quite apart from the present political atmosphere, the design of delivery systems for federal programs is a most critical phase of program policy making because of the effect of the delivery design in interpreting the legislative intent and implementing the substantive integrity of a particular program. Beyond the obvious programmatic considerations, the selection of one or another delivery strategy is crucial in determining the political fate -- passage intact, passage with major modifications, or rejection by congress and the President -- of proposed programs. Differences in political perspective tend to become more manifest and clear cut at delivery system points than at the initial and more conceptual levels of program content determination. Few legislators will disagree with the need for comprehensive child care legislation, yet many will disagree with the delivery design of such initiatives.

In recognition of this unusually sensitive situation, we as child advocates anticipated the attention which will be given to the design of the delivery system for any comprehensive child development legislation. At our last national annual meeting we invited state legislators, representatives from national parent organizations, teachers and administrators of large day care/child development programs, to a seminar which focused on recommendations for the delivery of services to Black children and their families.

The recommendations which emerged from the meeting urged the prime sponsorship of child development programs by states and municipalities. The groups agreed that the legislation should allow capable non-profit groups to apply for prime sponsorship when states or local governments are not adequately responsive to child care needs.

I am pleased to introduce to you Representative Hannah D. Atkins from Oklahoma who led a workshop at this important meeting. Mrs. Atkins is representative of the increasing number of black mayors and black legislators who can bring an increased responsiveness on the part of states to the needs of black children. She will share with you the recommendations that came out of the deliberations of our constituency. This portion of our testimony will be specifically aimed at discussing the role of the state!

The Honorable Hannah D. Atkins:

I propose three fundamental principles which should undergird a delivery system that designates a state or city as prime sponsor. These principles are essential safeguards if States are to be prime sponsors.

FIRST PRINCIPLE

The delivery system should satisfactorily serve the substantive integrity of the proposed program.

We would propose, in addition to the annual evaluation requested by the Secretary, that the bill contain more specific language for planning and administration to insure high standards. There are four elements that must be included:

1. The administrative body for day/care and child development should be an Office of Children or Child Development, responsible to the Governor or the Mayor;

2. This agency should establish guidelines for monitoring and evaluation based on the minimal standards established; see that there is wide dissemination of information on every level of operation; insure that the staff reflects the ethnic population of the area served and that the needs of the ethnic and multi-lingual community are met, and give special attention to the income and employment level of the area served;

3. Minimal standards for health, education, social services, personnel, fiscal policies and audit requirements should be developed at this level with parent participation;

4. It would also be the responsibility of this agency to develop criteria for appropriating and allocating funds based on established criteria and to establish a range for administrative costs.

In summary, we strongly urge you to include language in the legislation which not only sets high standards, but enforces them through a specific process that is legislated. General language on the comprehensiveness of the program is not enough. Carefully thought-out procedures for monitoring programs and providing technical assistance are essential for the preservation of substantive integrity. Specifically we urge the inclusion of language that set forth guidelines for program review, program evaluation and program technical assistance.

SECOND PRINCIPLE:

The delivery system should be operationally and functionally sound, and provide adequate provisions for due process to be observed.

It is the belief of our constituents that states have special authorities that do make them more functionally sound in the administration of child development programs. These include:

1. Authority to tax;
2. Authority to use existing administrative machinery;
3. Authority to establish a special-purpose state agency specifically for the purpose of developing and coordinating children's programs;

4. Authority to establish checks and balances for consumer protection. We suggest that the proposed legislation require any plan for day care/child development to be aired at public hearings across the state, county, or city before submission to HEW. Moreover, 65% of the Prime Sponsor Council or Board should be parents; the Council should be racially and ethnically representative of the population served; and should have representatives from business, professional groups, government and child serving agencies. This should be spelled out in the Act.

In reference to setting adequate provisions for due process, we believe due process ought to be at the three levels of each component of the delivery system: prime sponsorship; administration; and program operations.

Following are specific recommendations regarding an appeals/ process:

1. There should be an appeals procedure directly to HEW;
2. There should be an appeals and grievance procedure for both local programs and consumers;
3. There should be an appeals procedure for rejected applicants.

THIRD PRINCIPLE

The delivery design should not be compromised by special interest groups.

In line with this principle, we believe that, although no special effort ought to be made to exclude public schools as prime sponsors, no special/language giving them priority should be contained in the legislation.

Although we say we have created a school system that equalizes opportunity for all children, we find that twelve years of public schooling actually increases the gap between rich and poor students. Our children are not learning to read, write and compute-three skills that are essential for survival in America's technological society. We know that:

- the Black high school drop-out rate was twice the national average in 1973;
- a disproportionate number of Black children are labeled and tracked into rooms for children with learning disabilities, special needs, and with those who are mentally retarded;
- Black children are responded to in most public school situations from a deficit model, and a perspective which regards them as deviant and representative of a social pathology.

Before we allow the public schools to become the primary institution in the lives of our children under five, the schools need to set their own house in order, and fulfill their own promise of equal opportunity for the children they have now.

In relation to other special interest groups, the legislation should not permit profit-making corporations to receive public monies for child development programs. In an effort to protect the quality "mom and pop" centers, we would urge that the legislation permit these centers time to convert to non-profit status.

The interest group primarily concerned, the parents, should be protected and defined clearly in the legislation. Consumer and grass-root operators should not be sacrificed in recalcitrant states. For example, in the State of Mississippi there has made a continuing effort to wrest programs out of the hands of consumers and to restrict parent and community decision-making.

In order to protect parents and communities from state power, it is essential that child and family service councils, as well as local program councils be required to have adequate parent representation.

parent representation at all board levels. Thus we recommend that:

1) Each council should have a policy board with 65% parent representation in the membership.

Some national organizations have suggested in their testimony a restriction and/or limitation of parent participation on policy councils. We are opposed to lessening the percentage called for in the legislation. In fact, as you note, we request a higher percentage, so that parents can make substantial input on decisions on a sustained basis. A large number of parents will prevent professionals from dominating board decisions, and will enable parents to participate actively on various board committees without becoming overburdened.

2) There should be mandatory training requirements for staff and board.

This requirement is an effort to insure that board and staff operate effectively. Training will help them plan by objectives, assist in resolving conflict situations in a positive way, and, most importantly, help them learn to differentiate roles-i.e., policy-making vs. program operations.

CONCLUSION

This statement, although endorsing state control, should be considered in its totality. That is, all the suggestions made are required if state control is to be effective and beneficial to Black families.

In view of the poor track record of certain states, particularly those in the Southeast, we propose that the legislation include a by-pass provision for those states which are unable or unwilling to meet the requirements for state control.

In relation to the overall delivery design for comprehensive child development, the issues of designation of service areas and determination of due process procedures will be particularly important for constituency involvement. Without question there must be explicit definition of local service areas; prime sponsorship and appeals processes. In part these constituency concerns are components of the capacity building function between Federal and State governments.

Our statement has highlighted some of the major political and program considerations which must be weighed in the course of designing and supporting a comprehensive child development delivery strategy. The following are key functional considerations:

1. Transferring operational program resources and responsibilities from the Federal government to State and local levels;
2. Strengthening State and local capacities to effectively cope with new and expanded program responsibilities;
3. Specifying consumer and constituency involvement in program policy and due process intervention points in the delivery design of programs.

In our role as advocates for Black children we are aware that historically, advances made on behalf of Black people have benefitted the population as a whole. We believe that to be true within the context of this legislation. While our recommendations are from a Black perspective we believe that they will be valuable to all children impacted by this legislation. We appreciate this opportunity to be invited to testify on this most important legislation and are prepared to offer our assistance in making publicly funded child development programs a reality.

BLACK
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Jackson, MS

May 1, 1975

Senator Walter Mondale
Russell Senate Office Building
Room 443
Capitol Hill 20510

Dear Senator Mondale,

I recently had the opportunity to speak to a group of school board members and school administrators at the National School Boards Association's Annual Meeting in Miami Beach, Florida.

There were members representing approximately fifty (50) boards of education (both big city and small towns) in my workshop.

It was interesting that not one participant felt strongly that the public schools ought to be the priority prime sponsor for comprehensive child development programs. There were some who felt the schools should be considered and others who felt that the limited resources of the public schools dictate other priorities.

While this workshop could not speak officially for NSBA, I believe their opinions are an important indication that the public school community does not unanimously endorse the position of AFT.

Sincerely,

Maurine McKinley

Maurine F. McKinley
Associate Director

MFM/acd

1028 CONNECTICUT AVENUE, N.W., SUITE 514, WASHINGTON, D.C. 20036 (202) 659-4010

Senator MONDALE. We will now hear from Frieda R. Mitchell, chairperson, United Communities for Child Development, Inc., Frogmore, S.C.

STATEMENT OF FRIEDA R. MITCHELL, CHAIRPERSON, UNITED COMMUNITIES FOR CHILD DEVELOPMENT, INC., FROGMORE, S.C.

Mrs. MITCHELL. Chairman Mondale, Chairman Brademas, and members of the House and Senate committees:

My name is Frieda Mitchell. I am the chairperson, United Communities For Child Development, Inc.—(UCCD)—a federation of nonprofit community child care programs in South Carolina.

I am also an elected member of the Beaufort County Board of Education.

Most of all, I am a parent and a grandparent.

I appreciate your invitation to testify today, to tell you about the things we are struggling to do for our children in South Carolina, and to commend you for your continued leadership on this issue here in Washington.

We support your proposal to expand child care through a flexible delivery system, to give parents a central role, to broaden eligibility, and to encourage higher quality in programs.

UCCD was formed in 1971 because the greatest unmet needs in our part of the State was child care for low-income working parents. Residents of some communities were trying to operate child-care centers but the need for assistance was great. Parents, day-care operators, potential operators, Headstart sponsors and interested persons came together and agreed that what was needed was a coordinated effort, through an umbrella organization, to promote and assist community-based, community-operated child-care centers.

That organization was chartered on September 1, 1971, as United Communities for Child Development, Inc. Our membership has expanded since that date to 24 operating community-based child-care centers in eight counties, serving over 1,500 children.

We are providing technical assistance to groups in eight additional communities that are in the process of providing community-based child care. All of our members are private, nonprofit organizations. Their governing boards include parents as actively serving members.

UCCD provides technical assistance to member centers—to help with licensing and organizing, to provide board and staff training, and to assist in obtaining necessary financing.

In addition, by speaking with one voice, we have been able to play an increasing role in development of child-care policies in the State. For example, UCCD is represented on the State licensing task force. We participated in the State's symposium on child development. And, we are meeting and negotiating with the State on the development of its title XX plan.

The communities and programs in UCCD are basically rural, poor and black. Our purpose is not to make a profit, not to create a lot of jobs with big salaries, not to increase anyone's political power.

Our only purpose is to provide quality child-care programs for our children; to help them grow and learn and discover their own value and potential; and to get them ready for further learning and development.

We happen to think that parents should make the decisions about their children, and that without parents nothing anyone does for very young children will have much lasting impact.

The struggle to develop good programs for our children has not been easy. Money is still the biggest problem. We have scraped together whatever we could find—proceeds from chicken dinners, donations from United Way, personal contributions, help from churches, clubs, foundations, fees from parents, and the food and nutrition program from the U.S. Department of Agriculture.

Now, finally, we have a contract with the State Department of Social Services for title IV–A funds to purchase services for eligible children in five centers. We have a single contract with a central administrative staff and health, social services, and education components. State and Federal funds pay the per-child cost for AFDC children. Other families in the centers are responsible to pay the full cost themselves in the State of South Carolina and probably in Southeast, as well.

UCCD is a pioneer effort. It shows that it is possible to work through the kind of Government prime sponsor your bill talks about and still retain a program that allows maximum parent and community involvement.

We meet the Federal Interagency Day-Care requirements. But within those standards we have the freedom to create our own program to meet the particular needs of the children and the communities we serve.

We support your proposed legislation, because it will allow the expansion of this kind of flexible child-care system, and it will extend services to more children, families, and communities that desperately need them.

In your letter inviting me to testify, you asked for my ideas on how to develop a delivery system that will insure parental involvement, local diversity to meet local needs, and appropriate State involvement to assure coordination and maximum use of available resources.

I am submitting to the committees, with my statement, some specific detailed recommendations about the delivery system, which I will mail to you when I return to South Carolina.

I would like to emphasize some of the most critical points here:

One. Parent involvement. This is probably more important to success of child-care programs than any other single thing. But we need to understand what we are talking about when we say parent involvement.

When I talk about parent involvement, I do not mean asking mothers to make cookies for the PTA meeting where there is a speaker no one can understand. Real parent involvement means parents making the decision about budgets, location of facilities, grant applications, and who is going to direct the program.

I am tired of hearing the excuse that parents do not want to be involved, that they do not have time, or they do not care. It is just not true. Getting parent participation isn't easy. But it is possible, if one is willing to try—if meetings are scheduled at times convenient to parents—instead of the staff—if transportation is provided and expenses are covered; if there is training and staff support.

Most important, it takes a change of attitude on the part of teachers and administrators. For once, parents have to know that they are important, essential, and wanted. It worked in Head Start. It is working in our programs. And, it can work across the Nation.

Two. Local decisionmaking. Child-care needs are different from one place to another. The Federal Government cannot decide what is best for our children and families in every situation. What works for us in Frogmore may not work the same way in Charleston, much less in Minneapolis, South Bend, or Vermont.

Whatever delivery system you finally develop, it must allow for local, community decisions about the kind of program that will best meet their children's needs.

Three. Prime sponsors. We recognize the need for involvement of both State and local government. We do not want another program that ignores Government altogether. We do not feel it is possible to do everything this bill wants to do without getting the Governors and mayors involved.

However, we do not want just revenue sharing for child care. If State and local governments are going to participate, then they must meet firm Federal requirements including the requirement for decisionmaking child and family services councils composed of parents—as clear working majority—community people, and representatives of all of the public agencies providing services to children.

We think the best system would be one that make the State council the planning, policymaking, and monitoring agency, and gives the local council the grant-making authority. That way, coordination and long-term planning can be combined with local decisionmaking.

Let me emphasize our concern about the possibility of regional prime sponsors within the State. We have watched the move toward substate regional planning in our State, as well as throughout the South. Those regional planning bodies are hardware people, concerned with physical and economic development, not human programs. They are not elected officials, and they are not publicly accountable.

If this legislation allows for substate regional planning and grantmaking authority, it has to guarantee the creation of a child and family services council, independent of these regional planning bodies, to carry out the purposes of this law. Although the boundaries for the two might be the same, the regional planning body must not dictate the function or composition of the child and family services council.

Four. Funding program operations. We support the approach which this bill takes, to separate the grant-making authority—the prime sponsor—from the program operation. That is the best way to get decisions which reflect the interest of children rather than the special interests of agencies.

We know that programs like ours can provide the types of services your bill envisions, and we are willing to go through the struggle necessary to get funding from governmental prime sponsors. We are doing that now.

However, a statement in the bill that nonprofit agencies may participate in the program, even a statement giving preference to such agencies, will not be enough to assure that they actually get into the program. The bill must deal with the very funding problems which create obstacles for all programs—public and nonprofit, alike.

For example, there must be some guarantee of future funding for programs that comply with the law and standards. It is almost impossible to design a good program for children and attract high quality people for staffing when we have to live with the realization that every year may be the last.

Similarly, this legislation should get away from the type of service where a program gets reimbursed on a monthly basis for the number of eligible children it served in that month. Those payments lag months behind at times, and, in the meantime, programs have to go on without operating money. This legislation should guarantee a regular money flow, through contracts based on annual budgets.

This is the way most HEW programs are run—Head Start, title I, special education programs—and that is the way this one should operate.

Title IV-A and title XX purchase services on a slot basis because the program is basically one to provide an individual service to an individual family who meets certain very specific requirements. You are trying to do something different in this bill, to develop a delivery system with stable programs. That means long-term contracts.

We agree that there should be a non-Federal match. This is too big a job for the Federal Government to do by itself. We will never get sufficient resources for all of our children unless State and local governments contribute as well.

However, it is absolutely essential that you include some limited waiver of the non-Federal share in cases of special need—where people and communities are so poor that they cannot get the matching money. Without such a waiver, all you will do is prevent getting services to the families and children who need them the most.

Last year, these committees said that Head Start must provide such a waiver of the non-Federal share if the per capita income in the county is less than $3,000. We urge a similar provision in this law.

Five. Eligibility. Those of us who have been struggling to make poverty programs work know that eligibility has to be broader if a program is going to be successful. This is one of our greatest problems now.

Poor working families who are not on welfare cannot get into our programs unless they can pay the full cost—and they just cannot afford to do that.

In our centers that are utilizing Federal and State funds, a nonwelfare family, regardless of how poor that family may be, has to pay the same fee as the Department of Social Services pays for an eligible child.

That means, that in order to include more of the children who need the service, we cannot provide everything we would like, because even if the department of social services would pay the higher fee, parents of the other children in the program could not.

Congress needs to come up with a realistic eligibility figure that enables us to provide the best program we can for all of the children who need it. We support your efforts to establish the BLS lower living standard as the bottom level for free services, with subsidies for people above that line.

Six: Standards. Finally, I want to say a word about standards.

It has been suggested by some that programs like ours want lower standards in order to keep our costs down. That is not true.

We want standards which will assure quality, development programs for our children; and we want them enforced. UCCD was part of a nationwide community assessment of proposed licensing codes, and we participated in the efforts to prevent the revision of the Federal standards several years ago.

We were not the ones arguing for reducing the number of staff in programs. We were not the ones arguing against educational components. We were not the ones asking for the elimination of parent participation.

This legislation must have firm standards, and it must provide a mechanism for programs like ours to be involved in the development of those standards. There must be money to the prime sponsor to enforce the standards, and there must be money available for the onetime assistance to programs to help meet them.

Let me end by saying that I do not think there is any single, more important piece of legislation this Congress is considering—in terms of our future. Our children are the best hope we have. They deserve a chance, a chance for decent child care now, and a chance for the future. Those of us who with programs like UCCD want to give our children that chance ourselves. If you take our youngest children away from us, we have nothing left.

Mr. **Brademas.** Thank you very much, Ms. Atkins and Ms. Moore.

The Chair will call on the Senator from Minnesota for some questions.

Senator **Mondale.** Thank you very much for an excellent statement.

Do I sense a slight difference in approach? I understood you to say that you would like these programs basically to be run by the State. I understood Frieda Mitchell as saying that, basically, she wished them to be run by local parental councils.

Ms. **Atkins.** Senator, I believe the emphasis is the difference, not the substance.

I, of course, being a member of the State legislature, do believe that States can handle educational programs very well.

But, if you recall, we did emphasize in our statement the chief component being a parent involvement at every level—local councils, State councils, regional councils.

In that regard, Mrs. Mitchell's position and that of the Black Child Development Institute are identical.

Senator **Mondale.** You will recall one of the big amendments that worried us most was one which returned these programs basically over to the State welfare departments. We fought very hard not to exclude the State welfare departments but to make certain we placed control in the Child Development Council.

Ms. **Moore.** We suggested not a State welfare department but a special office in the State that would be a children's office. That children's office would be reflective of the population being served.

Now, let us take the State of Mississippi.

It would change the color of that office substantially in Jackson, Miss. if, indeed, that office began to reflect the children and the families who were being served in the State of Mississippi.

So that, as Mrs. Atkins said, there is no disagreement with Mrs. Mitchell because of the requirements we make. We move to the States that set of suggestions for our requirement in order for States to be effective.

A large part of that requirement will be the involvement of parents, 65 percent at every level, and then beginning right there the States would apply for prime sponsorship.

That office would also have to reflect before they could make an application.

Mrs. **Atkins**. Senator, we recommend that a separate office just for child development. This was very successful, as you know, in the State of Texas where they have an outstanding one. That is one example.

There are other States that come to mind as those that are well developed with one office as the prime sponsor of all the programs related to children in the States.

Massachusetts also has a children's program.

Senator **Mondale**. We will be hearing from the National Association of State Directors, John Himelrick.

Miss Mitchell, a week or two ago we had a panel of witnesses who urged strongly that the delivery system in the bill be placed in the school system.

What is your view of that?

Mrs. **Mitchell**. Having served on the school board in my county——

Senator **Mondale**. You have been a member of the school board?

Mrs. **Mitchell**. Yes, and this is my seventh year. I disagree with a designation placing prime sponsorship solely on the school system. I could talk for at least an hour on the reasons why.

I think what is happening in particularly the school system of South Carolina would speak more clearly to that.

I just don't feel that the school system should be given the exclusive right.

Senator **Mondale**. Are any of your programs affiliated with the schools?

Mrs. **Mitchell**. No; none; none under our umbrella.

There is in the State perhaps one or two but none of the centers are under our umbrella.

Senator **Mondale**. Thank you, Mr. Chairman.

Mr. **Brademas**. Mr. Cornell.

Mr. **Cornell**. Mrs. Mitchell, I notice you stress in your statement the matter of family involvement.

Can you tell us how successful your efforts in parental involvement have been?

Mrs. **Mitchell**. I feel we have been successful in involving parents at all levels in our program.

The fact that many of our centers were being operated by parents prior to the formation of the organization means that parents are actually working the centers in many instances.

The controlling boards that sponsor the centers locally are made up mainly of parents. They are really involved because they are operating.

Mr. **Cornell**. When you have meetings of the boards, is there good attendance?

Mrs. **Mitchell**. Yes; there is an excellent attendance of parents because those parents are really the ones who make up the majority of membership of the board.

Mr. **Cornell**. They are not just serving in an advisory capacity?

Mrs. **Mitchell**. No; they really operate.

Each center in the federation is sponsored by an independent community board and those boards are made up of parents, mostly parents. There are others who serve, but a clear majority of the parents made up the community.

Mr. **Cornell**. Do you have any special technique for getting them involved?

Mrs. **Mitchell**. The reason they are involved is out of their need. There is no choice. These are people who are really running programs to meet their particular needs. So, it is not a luxury. It is a necessity to have them there because they are the ones who are doing it for themselves.

Mr. **Cornell**. I have one other question in view of another panel we had here a while back.

Do you believe that profitmaking centers should be involved in this?

Mrs. **Mitchell**. I definitely do not believe that profitmaking centers can provide for our children the kinds of services that they really need.

I say that because I feel that as soon as profitmaking centers enter the picture, then a number of other things begin to take place.

For instance, standards begin to change because their main objective is to get as many children in the centers as possible so that they can make larger profits.

I feel that profitmaking centers cannot provide the kind of programs that I think our children need.

Mr. **Cornell**. Thank you, Mr. Chairman.

Mr. **Brademas**. Mr. Miller of California.

Mr. **Miller**. I would like to follow up on a couple of questions.

Do you have experience in the State watching them in operation?

Mrs. **Mitchell**. I have had a bit of experience with some profitmaking providers.

I mentioned in my statement that we participated in our task force set up by the Governor to review the standards in the State of South Carolina. On that task force there was a strong argument put up by profitmakers who were also involved on the task force. Their arguments centered around standards, specifically the adult-child ratio.

They felt that the Federal interagency requirements are too conservative and there should be more children allowed, you know, the adult-child ratio should be more liberal.

That is why I say that standards would begin to change if profitmakers become involved.

Mr. **Miller**. On parental involvement, do you have any knowledge of involvement of parents in traditional education, are more parents involved in the education of children?

Mrs. **Mitchell**. I am glad you asked that question because we have noted that over the past 5 years parents have had the kind of involvement that they did not have previously. As a result of their active participation, we find that parents are now beginning to raise certain questions as to what is taking place.

Mr. **Miller**. This is your experience on the school board?

Mrs. **Mitchell**. Yes; it is.

Mr. **Brademas**. Mr. Hall.

Mr. **Hall**. No questions at this time.

Mr. **Brademas**. First, I would like to congratulate you on your statements which I think are the most carefully and reasonably thought out that the subcommittee has heard.

You have taken great care in the preparation of your views and your several suggestions are those that we should give great attention to.

As I understand it, you would like to see the States and local councils of Government serve as prime sponsors but you would prefer to see local councils actually operating programs with a significant degree of parental involvement.

Am I correct in that understanding?

Mrs. **Atkins.** Correct.

Mr. **Brademas.** I also understand you to be saying that you do not, in response to Senator Mondale's question, believe that local school systems should be sole prime sponsors.

I wonder if you could answer this question: Do you have any objection to a school system qualifying to operate a program should it meet the criteria and standards set forth in the bill?

In other words, you would not give them authority either to operate the programs or to serve as prime sponsors, but would you allow them to be among those entities that could operate a program provided that they met the criteria?

Mrs. **Mitchell.** I feel the school system should be given equal opportunity as any other organization.

Mrs. **Atkins.** Congressman, I would agree.

Though we basically question the ability of most school systems to embody the philosophy of your bill, we would not exclude school systems. We do know some school systems that are outstanding exceptions. We would not exclude school systems. We would not like them written in as a guarantee sponsor, either.

Mr. **Brademas.** Another question.

The major problem, as I think you indicate, in existing child-care programs is the failure to enforce standards of care.

What kind of system of enforcement of standards do you think we ought to have to be sure that programs are actually helpful and indeed not harmful to children?

Mrs. **Atkins.** I believe the chief thing is the periodic monitoring with a built-in evaluation and coordination with ongoing training of the persons involved but the monitoring process has to be guaranteed. It is not enough to send the money out and say, this is what you should do, we must always have the checks and balances. Not that we don't trust the States or that we don't trust those who are the proprietors of the centers, but we do believe monitoring is necessary.

Ms. **Moore.** May I add that one of the problems that we have with standards and the Federal guidelines is that we always have standards but we never get group technical assistance to meet standards.

We believe that as we develop standards there ought to be resources there to help groups meet those standards. It is not just a matter of establishing standards and enforcing standards but providing assistance to groups so that they can indeed provide quality child-development programs for children.

Mr. **Brademas.** My final question is this:

What is your view with respect to the role of proprietary profit-making day-care operations under the proposed legislation?

Ms. **Moore.** Congressman, both the view of the Black Child Development Institute and my own personal view is that I believe we would be opposed to the for-profit child-development centers. The experience has been that it results too often in warehousing the children. Their concerns naturally are in cutting costs and their motives are not always that of what is best for the child.

If you compare that with what is happening in some of the nursing homes, we do not want that to happen to our children.

Mr. **Brademas**. I want to thank all of you once again for your testimony.

I might say to Mrs. Mitchell, as you may be aware, your State is in good hands because subcommittee counsel, Jack Duncan, is from Marion, S. C.

Thank you very much for your very excellent testimony.

Mrs. **Atkins**. Thank you.

Mr. **Brademas**. Next we shall hear from a panel of State officials, Mr. James Kagen, who is representing the Department of Institutions and Agencies, of New Jersey—Commissioner Ann Klein was not able to be with us—and Mr. John Himelrick, director, Interagency Council for Child Development Services, office of the Governor, Charleston, W. Va.; and David Flaherty, secretary, Department of Human Resources, Raleigh, N.C., also chairman, Southeastern Institute for Human Resources Development, Inc.

Senator **Mondale**. Mr. Chairman, if I might, Senator Randolph asked that I personally express his regrets for not being here, and he asked me to give this message:

> I am pleased that John Himelrick is here to testify with respect to the Child and Family Services Act. I regret I am unable to be present to hear his testimony. I have the privilege of chairing this morning's hearing on the coal emergency legislation.

He sends you his best wishes.

Senator **Stafford**. Mr. Chairman, I am very happy to have a chance to be here.

Like Chairman Randolph, I am also supposed to be at the coal hearings on the other side.

Mr. **Brademas**. We are very glad to have Senator Stafford as well as Senator Mondale gracing these halls.

Could you identify yourselves, gentlemen?

Apparently one of the members of the panel is not able to be here today.

Will you be kind enough to summarize your statements, gentlemen, rather than read them in their entirety? That will give us an opportunity to put questions to you as well as hear the members of the third panel.

STATEMENT OF JAMES G. KAGEN, DIRECTOR, DIVISION OF YOUTH AND FAMILY SERVICES, DEPARTMENT OF INSTITUTES AND AGENCIES, STATE OF NEW JERSEY, ON BEHALF OF BRENDAN T. BYRNE, GOVERNOR, STATE OF NEW JERSEY

Mr. **Kagen**. My name is James Kagen, director of the Division of Youth and Family Services for the State of New Jersey.

Over the weekend the Governor asked Commissioner Klein to stay in New Jersey. We are having a fiscal crisis, of which you may be aware. I was asked to come down and talk to you this morning.

Commissioner Burke, the commissioner of education has sent a letter in support of my testimony this morning.

So, I am representing the Governor of the State.

I am not as well prepared as I would like to be. I was out on vacation last week and my wife and I are about to undergo our own early childhood experience. So, if I run out of the room you will know what is going on.

I thought the way to approach this would be, first, to tell about the need for child-care centers and other kinds of day care in New Jersey.

There are approximately 970,000 children in the State of New Jersey who are under 14 who have working mothers who are on the AFDC roles. So that the total potential demand for service is nearly a million kids.

There are nearly 70,000 licensed center slots in the State, of which 26,005 are privately funded. So that, between the Head Start program which has 10,000 slots and the publicly funded programs in the division that I represent, there are 43,000 publicly funded slots in the State. That sounds terrific to us and it has grown rapidly in the past few years, but the unmet need is still 900,000 children, many of whom just have no prospect of getting licensed child care.

Without the help of this bill or other Federal aid, there just won't be an expansion of these services in the State of New Jersey.

I thought I would also spend a moment telling you how we think it works.

I don't want to go into the child developmental aspects of day care which I think are amply documented by other folks.

We also look at the opportunity that child care provides for parents to work and to solve other family problems.

We did a survey and found that 68 percent of the parents of our preschool kids in day care were either working, in education, or training for employment. Of the remaining 32 percent, most have serious family problems, alcoholism, child abuse, retardation, and other problems which make day care a very, very important and integral part of our social services functions in the State.

So that we view day care not only as a developmental experience but as an opportunity for parents to do other things.

We think that as a result of this program some 12,700 parents are able to work who wouldn't have been able to without publicly funded day care in New Jersey. There are 5,540 jobs for people who probably wouldn't have those jobs. These are mostly paraprofessional child-care workers.

The combined income generated by letting people work in the State of New Jersey is close to $90 million.

In addition, we figure we avoid close to $20 million in welfare payments that would be made to these parents without the support of day care.

So, we think it works. It works not only in terms of child development but it works economically and it works in terms of the dignity of parents who have an alternative to staying in the house receiving welfare in order to take care of their children.

The issue of sponsorship seems to be an important one with respect to the bill. I thought the best way to approach that for our State is to tell you what the State is doing since the 33,000 publicly funded slots in the State of New Jersey are run mostly by contract with community groups but through our State bureau of day care services.

There were no publicly funded slots other than some Head Start slots in 1971. Since that time, we have grown to 33,000 slots.

When Governor Byrne and Commissioner Klein came into office in January 1974, we found that we were spending roughly half of our social service allocations under titles IV and VI of the Social Security Act and they found and we all agreed that that was outrageous. Since then we have expanded our title IV program so that by fiscal year 1977 we will be spending our complete allocation of $88 million.

Day care has received the lion's share in the expenditures of titles IV and VI money. From 1974 to 1975, we went up by $13 million. So that our program now is $37 million for 33,000 children.

This has been accomplished in partnership with communities and local governments. The State of New Jersey puts in just a little more than half the money that is used to match title IV and WIN funding so that the numbers are $4.3 million State dollars are added to slightly over $3 million private and local governmental funds to draw down the title IV and WIN moneys.

Our program just would be about half the size it is if we weren't working closely with community groups already.

We have 225 contracts with community organizations. These are nonprofit, independent, community-run corporations in the State of New Jersey. Most of them have parents on the board and other community members. Most of these folks came to the State 3 or 4 years ago and said, we want day care and we are going to go out and get the dough, so that you will pass through the Federal dollars to us.

So, I can't emphasize more that in the State of New Jersey community involvement in day care is significant.

I might point out that last year community pressure helped us get $1½ million from the State legislature for expansion of the program. So, community involvement goes beyond getting local dollars. It has also helped us on the State level.

What else are we doing in New Jersey?

We have launched a major child abuse treatment program. I am convinced that we are the only State in the country that plans to put the parents of 5,500 children into treatment for problems of abusive and neglectful behavior in 1976. We have a major E.P.S.D.T. program to reach out to 150,000 or so children we believe are not screened and whose medical problems have not been uncovered and treated.

A good portion of this outreach, goes through our community day care programs.

We have been developing for 2 years, and will shortly put before the State legislature, new licensing standards which, by statute, will establish a committee of parents and other local people to sit with the State in comprehensive day care planning.

We are anticipating starting a 1,000 child family day care satellite program so that existing family day care programs which typically do not have the support and the professional capability just because of simple cost factors that centers do will be able to affiliate with child-care centers and will be able to take advantage economically and substantively of the professionalism in those centers.

It is my view that day care systems are really the only way that we can proceed.

So, I think we are moving now; we are moving with State sponsorship; we have community involvement and, in our view, to change, to make comprehensive, statewide planning more fragmented would be very, very hard on the day care program in the State of New Jersey.

In addition, there are all kinds of problems with duplication. What about coordinating with title XX? There are a number of features of the law which we have documented in testimony about conflict with title XX, the eligibility standards range from Head Start, around $4,300 for a family of four, all the way up to title XX which will be in New Jersey $12,012.

There will be additional bureaucratic problems. So, how do we plan and monitor, get fiscal accountability and program accountability, in the State of New Jersey anyway, if we are not the prime sponsor of the program?

I submit to you—not that every State is doing it; I don't know—I submit to you in New Jersey we are and we want the opportunity anyway to qualify as the prime sponsor under the program.

Finally, I would just say that while what we mostly need, I guess, is money and the bureaucracy can perhaps sort itself out, the $14 million we think we will get if this bill passes as drafted will almost be chewed up entirely by cuts in other Federal programs supporting early childhood programs. They are the food cuts, maternal and child cuts, the President's proposal to reduce social service matching from 75 percent to 65 percent which will cost us in the State of New Jersey $14 million more right there.

The WIN program, at least the child-care component of the WIN program, is in very, very serious trouble.

I was handed this morning a continuing resolution which will at least enable us to make up close to the $4 million deficit we have in 1975 as a result of Federal allocations in 1975. The prospects for 1976 are unknown at this time, at least unknown to us.

So, I have to conclude that God knows money is needed, and desperately needed, if we are going to have universal child care below the age of 6.

I think in the State of New Jersey we are proving to everyone we are doing the job through the State bureaucracy and I think we can demonstrate the need for more money beyond any of the amounts in the bill as presently drafted.

Thank you.

Mr. **Brademas.** Thank you very much.

[The prepared statement of Mr. Kagen and other information supplied follow:]

TESTIMONY OF JAMES KAGEN, DIRECTOR
DIVISION OF YOUTH AND FAMILY SERVICES
DEPARTMENT OF INSTITUTIONS AND AGENCIES, STATE OF NEW JERSEY

ON BEHALF OF GOVERNOR BRENDAN T. BYRNE
AND COMMISSIONER ANN KLEIN,
DEPARTMENT OF INSTITUTIONS AND AGENCIES

BEFORE THE JOINT SENATE SUBCOMMITTEE ON
CHILDREN AND YOUTH, HOUSE SELECT SUBCOMMITTEE
ON EDUCATION HEARINGS ON

THE CHILD AND FAMILY SERVICES ACT OF 1975
H.R.2966 and S.626

I am particularly pleased that the Congress is considering this long needed legislation - The Child and Family Services Act of 1975. The State of New Jersey looks forward to new federal funding committments, the recognition of the breadth of needs for children and their families, the emphasis on program coordination and the creation of new national program standards. The time is long over due for the Congress to again consider the creation of a broad system of child day care centers so that our children will be guaranteed adequate medical treatment, nutrition and care.

For these reasons I strongly endorse the basic intent of H.R. 2966, The Child and Family Services Act as well as its companion bill, S. 626. It is the type of legislation, that will provide states and localities the resources and flexibility to expand vital child and family services. I am convinced that it is in the best interest of all concerned to make sure the Child and Family Services Act is free of any hinderance to excellent services to children and superior administration of these services. There are several critical organizational and financial issues which must be adequately dealt with if all hinderances are to be overcome. The most important of these are the inadequate levels of funding and the overlooked role of state coordination and planning of day care services in light of its present role in the new Title XX of the Social Security Act. It is in this light that I make the following comments.

The Need for Expanded Services in New Jersey

The New Jersey State Department of Institutions and Agencies shares with the Congress an urgent desire to expand and upgrade services to children and families. In FY 1975 through close cooperation with local governments and community organizations we will have expanded our day care operating budget to $37.0 million, an increase of $13 million over FY 1974 providing 33,396 child day care slots. By FY 1976, this capacity is expected to grow to 35,199 child slots, costing $39.0 million. Our service program directed at the enormous incidence of child abuse and neglect will, during the coming fiscal year build upon the comprehensive model of specialized family treatment implemented this year in Union County for statewide application. This year we have developed a computerized tracking sub-system for identifying children in need of early periodic screening diagnosis and treatment and in fiscal 1976 this will be one of our highest priorities. In fiscal 1975 we implemented a new law designed to divert non-delinquent juvenile offenders from the traditional corrections system. In fiscal 1976 our main thrust will be to create additional residential facilities for seriously disturbed and incorrigible children and to create day treatment programs for children who need treatment but institutionalization is inappropriate. Yet these substantial new programs will not be nearly enough to meet even the most basic needs of thousands of families and children in New Jersey. New federal initiatives will be required if we are to continue serving more working families, pre-school children, and troubled families.

The growth of child development in New Jersey is illustrated by the increase in child care centers. In 1966, there were 375 licensed child care facilities. At present, there are over 1,000 centers serving nearly 65,000 children on a pre-school and after school basis. These centers are the result of dedicated work by local groups and individuals, together with an increased acceptance of the state's responsibility for providing adequate child care services. We have benefited from a groundswell of local dollars into quality child development programs. Yet the combined efforts of public and private agencies have not been enough to meet even the most urgent demands for child care. In fact, since New Jersey has reached its Social Service Ceiling under Title XX, there will be almost no further expansion of day care without more federal dollars.

Day care is needed and is important to the people of New Jersey. Our Division of Youth and Family Services recently conducted a study of day care families to determine the status of adult members of these families. The major findings of the study include:

--Of the 587 families sampled, 68.2% had all adult family members either working, or in education or training for employment (a few were either handicapped or incapacitated).

--Of the remaining 31.8% in the total sample, a majority had a problem situation in the home such as alcoholism, mental retardation, child abuse and neglect, epilipsy, mental illness, physical illness or major family conflict.

--Of the 326 single parent families (55.5% of the total), only 20.2% were headed by an adult who was not working, in education or training, handicapped or incapacitated; a majority of these had a problem situation.

--Of the 204 two parent families (34.8% of the total), only 38.7% had any adult who was not working, in education or training, handicapped or inacpacitated; a majority of these had major personal or family problems.

The above figures alone demonstrate the importance of the program and justify the expansion and consolidation of services to children and the family.

The need for more child care programs, for all of our effort, is still largely unmet. A recently completed day care needs assessment, based on an analysis of census based indices, indicated an unmet need in New Jersey for full or part time care of 891,175 children below the age of 14 who are recipients of AFDC or have working mothers. Existing resources meet only one-eighth of the need. Community surveys also document the unmet need for services. Two surveys covering nine municipalities indicated a need for 17,123 child care slots, with this need growing by some 25% over the next five years.

New Jersey must have additional federal assistance so that our State can continue to provide more and better developmental child care services. The Child and Family Services Act provides a sound framework for the expansion of resources directed toward child development. Unfortunately, the amount of money authorized leaves large gaps in building a comprehensive child care system.

Child Abuse and Neglect

Quality child care is only one aspect of a comprehensive system of services to families and children. We estimate that this year in New Jersey, 220 children will die, over 25,000 children will be either physically abused or severely neglected, and an additional 32,585 children will be deprived of parental care because of illness, death, desertion, retardation and family breakdown. We are all too familiar with the horrors of battered children, and have learned that only an integrated system of social services available to both children and families can prevent this type of abuse. Child care programs must go beyond the limited custodial orientation and deal with the questions raised by the work being done on child neglect and abuse.

The use of parent-child development programs located in day care centers would be an important tool in attacking the problem of child abuse and neglect. Institutional or foster placement of abused children could be reduced in favor of day treatment if the availability of quality day care centers were expanded. It is estimated that under optional treatment strategies, which include parent education, medical screening and related social services, 90% of abused children would not require out of home placement.

The Economic Implication of Child Care

Besides filling the needs of children and their families, day care programs contribute to the economic health of our state and nation. While I do not believe we need to justify social, humanitarian programs by reference to concommitant by-products, the service provided through child care programs does have important economic consequences. In New Jersey we have found that day care:

--Frees Participant Families to Seek Other Employment. By providing quality day care for children during working hours, a total of at least 12,680 mothers in both the supervised community day care programs and Department operated programs are enabled to find employment. At an average annual salary of $5,200 per year, a total of $65.9 million in income for previously unemployed or under-employed families is generated. In addition, associated social and economic benefits are derived including increased family stability, payment of taxes and multiplier effect of wages being spent in New Jersey.

--Provides Jobs for at Least 5,540 Women or Other Parenting Persons. The purpose of creating a quality system of day care is not and should not, be to create employment. However, significant numbers of jobs are created by the expansion of day care centers, family day care and even day care in the child's own home. The jobs created include teachers, teacher's aides, trainees, and technicians. Family and in-home child care require para-professional child caretakers as well. The Department has estimated that by providing day care services to 33.396 children in FY'76, a total of approximately 5,540 jobs will be supported through federal, state and local funds. The taxable income generated is estimated to be about $22.8 million.

--Reduces the Cost of the State of its Public Assistance Program. Of the total of 26,717 families receiving day care services, approximately 15,783 are currently receiving public assistance. Of the total of 18,220 job opportunities made possible by the probram, some 10,764 AFDC families will be employed. As the result $19.4 million less in welfare payments will be required. Since the federal government contributes 5% of the AFDC program cost, approximately $9.7 million in net federal funds are saved.

In creating a total of 18,220 job opportunities, generating an aggregate taxable income of $88.7 million to previously unemployed or under-employed families, and yielding a net State and federal saving the program of day care services represents a most economical and desirable program of public employment and quality child care services.

General Comments

Important Positive Aspects of the Bills

I find merit in many aspects of the new federal role as stated in the Child and Family Services Act. I am particularly pleased with many things about this bill:

1. The recognition in Sec. 102 of the Act of the importance of a wide range of supportive services such as medical care, nutrition programs, diagnostic screening, parent education, special services for handicapped children indicates a much needed comprehensive approach to services for children.
2. The emphasis on fostering local planning and program operation is in line with our agency's present goals for social services. Local planning *if* developed in the context of overall state and national planning will be supportive of the needed development of local initiatives and committments. The central interest of the bill in consolidating federal programs in this area is in itself reason enough to give our support.
3. Section 105 of the bill also affirms the committment to the protection of the rights and responsibilities of parents in the provision of day care and family services. The required involvement of parents at all levels of the program operation will encourage the maintenance of quality efforts, especially in the area of day care. It cannot be said that the result of this legislation will in any way lead to the destruction of the American family. Rather, this legislation provides needed support to the fractured relationships that have been an expanding part of our modern industrial society.
4. We, in New Jersey, are in the process of developing vigorous new licensing standards for child related programs. The creation in Title II of the Child and Family Services Act of new national program standards together with the authorization of funding for training,

licensing and facilities construction will help us greatly in implementing our standards. The problem arises however that the standards as outlined in this Act are not the same as those in Title XX. I feel that the two should be made consistent and coherent.

5. As New Jersey's capability to meet the increasing demand for services is outpaced by the economic recession I support the intent of the legislation to encourage the use of both public and private in-kind contributions for Federal Financial Participation.

Because of the generally positive intent of the Child and Family Services Act and for the several reasons which I have noted I endorse this legislation. However, I do have important differences with specific aspects of the bill which I would like to share with you in hope that some modifications in the provisions will be seriously considered by this Committee.

Need for Greater State Involvement and Federal Financial Resources.

A truly effective child and family services program indeed must include the active involvement of parents and professionals, public and private non-profit agencies, and all levels of government. An effective law must work towards the rationalization of the many disparate and overlapping programs of child care and services. The Women's Bureau of the U.S. Department of Labor has listed at least 60 federal programs which contribute just to the funding of early childhood and day care efforts throughout the nation. This Committee, above all, should consider the means by which a firm system of administrative planning and oversight for all services to children and families can be implemented.

I am concerned that, for all of its laudable movement towards consolidation of programmatic conflicts at the national level, this piece of legislation has neglected to provide for greater coordination at the state level. New Jersey will expend $26 million of Title XX funds for child care in FY'76. As previously mentioned we have increased our State effort in this area significantly. We have developed new day care standards. We have initiated a planning process so that day care service funds are distrubuted equitably to those areas, communities, towns and cities who are in greatest need. We provide technical support to local programs. I feel strongly that the state must be given a greater role in the distribution of the new funds authorized by the Child and Family Services Act.

To do otherwise would create two large and administratively separate programs of day care delivery. How could we effecitvely implement our plans for the use of Title XX funds when we would have little or no participation in the distribution of Child and Family Services monies? How could we develop cooperative and supportive systems of broad state programs in health, nutrition and education if the state agency which oversees day care programs is relegated to the level of a local prime sponsor for the purposes of this Bill? These are serious issues with which the Committee must deal if we are all seeking the best possible method of child services delivery.

It is important that we do more to coordinate services at the national, state and local levels. We cannot look with pride on the quality of day care provided to our children. Not too long ago a nationwide study by the National Council of Jewish Women found that only 10.9% of the Head Start centers, 8.3% of the public day care programs, 8.8% of the private non-profit day care centers and 1% of the profit making centers were ranked as superior in quality of programs. On the other hand, 56.5% of the Head Start programs were rated as fair to poor, as were 60.5% of the public centers, 57.4% of the private non-profit centers and an even worse 84.5% of the proprietary centers. Clearly we owe more than this to the children of our nation.

Better technical and supportive services must be provided to day care centers, better educational training must be found for day care personnel, better planning of programs and facilities is needed, and greater coordination of all the related supportive and administrative services must be accomplished if we are to improve our nations dismal record in this area.

It is my firm opinion that this cannot be accomplished without a strong state involvement.

If this legislation is to have a significant and continued impact on day care needs the authorization levels simply must be raised to more realistic levels. Our Division of Youth and Family Services estimates that New Jersey would be entitled to about $14 million in FY 76 under the authorization levels defined in the Child and Family Services Act. This increase in funds would help us. But $14 million is not nearly enough. Even though it would increase the total funds used for day care in New Jersey by about 38%, if distributed evenly to those needing day care services, it would come to about $16 per child per year.

The amount of funding available to day care must be expanded significantly.

Specific Comments

Points In Need of Further Consideration on H.R. 2966 and S. 625

I believe the following aspects of the Child and Family Services Act are seriously deficient and require further consideration:

1. I would like to reiterate that under existing federal programs, especially Title XX of the Social Security Act, state government plays an integral role in coordinating service delivery, identifying service needs and goals, and enforcing program standards. The Act, as presently constructed, would sharply curtail that role, requiring an additional set of administrative procedures for local sponsors. I feel that this is unwise. To prevent duplication and gaps in services and to encourage overall statewide coordination I recommend that states be granted broad authority to plan and coordinate child and family services. To do otherwise would not be congruent with the intent of the legislation, which is to increase the quality and accountability of day care programs at all levels. It is in this area that I feel the present legislation needs important modification.
2. Section 506 discusses the relationship of the Act with Title IV-A of the Social Security Act, soon to become Title XX, but does not clearly establish the inter-relationship of the two for programs. For example, Section 506(b) of the Act states that child care services furnished through Title IV-A and IV-B of the Social Security Act "...shall be day care services made available under Title I of this...(The Child and Family Services) Act." It is unclear whether the intent of this language is to specify:
   a. That uniform program standards will be applied to day care services under both Federal programs; or

b. That federal financial participation for day care services, currently available under Titles XX and IV-B will be restricted to the Child and Family Services Act. In that event the financing of existing programs, which by far exhaust the resources of the proposed act, will be in jeopardy. A clear specification of the relationship of these two laws is needed.

3. A special aspect of the problems noted above concerns the eligibility criteria defined by the bill. While I feel that a goal of universal day care must be pursued, I do not anticipate adequate funding to make this a reality. If this goal cannot be reached I would hope that we will accept a second goal, and that is to provide these services to those who need it most, who would benefit from it the most. The Title XX approach, which links eligibility levels to median family income appears to be the most reasonable solution to a fair means test. Eligibility should be determined by a sliding scale rather than absolute cutoffs.

There have been many proposed eligibility criteria offered in past legislation. These range from universal eligibility to those standards found in Title XX or Head Start.

In Title XX families eligible for free services are either those which fall below 100% of the national median income (for family of four $12,051) or 80% of the state median income (for family of four in New Jersey $12,179), whichever is lower. The secretary of HEW can set fees below the 80% state median. States can also provide services to families below 115% established (for a family of four $17,415) of the State median income but only if a sliding fee scale is developed.

Head Start requires ninety percent of the children in each center to come from families whose income is below the federal poverty guidelines established by OEO. The poverty guideline in 1974 for a family of four after taxes was $4,370. The remaining 10% children can come from families with higher incomes. A sliding fee scale was developed but has not been enforced for the 10% above the poverty line.

Clearly this Committee must attempt to make child care eligibility requirements both fair and consistent among the many programs in order that incongruent income tests be minimized. This is not the case with the legislation under consideration. The Child and Family Services Act, and the Title XX of the Social Security Act have different financial eligibility requirements. If H.R. 2966/S. 626 is enacted, a family might have to provide financial eligibility two times to two different agencies to receive the needed range of services. For example, under the BLS eligibility standard a family of four with an income below $8,118 would be eligible while under the proposed Title XX standard a family of four with an income below $12,051 without a fee, or $17,874 with a fee would be eligible. This is no way to promote coordination or administrative simplicity.

4. Recognizing the great need we have in New Jersey for children's and family services I again question the adequacy of the funding authorizations. New Jersey will receive about $14 million in federal funds in 1976 under the Act. While these funds would provide substantial new resources, we estimate that they would meet less than 5% of New Jersey's potential child care need. These funds would only meet about three quarters of the identified need for nine of New Jersey's municipalities which were recently surveyed. New Jersey has 567 municipalities. The inadequacy of this funding is obvious.

In addition to the above comments there are also other aspects of the legislation which are unclear to me, which I feel require further analysis or revision, or possibly deletion. I list these less important issues for consideration by the Committee.

1. Sec. 3(a) provides $150 million in the first year and $200 million in the second year to be set aside for training, technical assistance and planning. I would suggest that some states have progressed more than others in the development of day care services and that these states be allowed the option of using these moneys as presently stated in the bill, or using the money for program operation.
2. Section 4 of the Act provides that funds be appropriated annually with appropriations being made the fiscal year preceeding the fiscal year for which the funds will be available for obligation. We believe it would be useful to consider advance funding for two or three years with close annual review of those funds. This would facilitate advance planning by prime sponsors.
3. While we applaud the range of services eligible for funding, we believe that a number of important services have not been enumerated in the present legislation. We believe child advocacy, comprehensive emergency services such as drop-in day care and emergency shelter care, and transportation programs should be eligible for funding under the Act. I suggest that "protective services" be added to the list of services provided under Section 102(b) of this Act.
4. H.R. 2966/S. 626 in its findings and purpose asserts the importance of providing services to families at all income levels. To implement this goal we believe H.R. 2966 should provide, as its companion S. 626 does, for a sliding fee scale for those families who do not qualify under the financial eligibility criteria.

5. Section 103 of H.R. 2966/S. 626 discusses the formula for allocation of funds. We are concerned that adequate data does not exist to generate reliable estimates given the variables in the allocation formula.
6. H.R. 2966 Sec. 103(a)(2) identifies section 3c in discussing formulas for state allocation but there is no section 3c in the legislation.
7. Section 103A of the Act calls for periodic reapportionment of funds if states do not use their yearly allotment. It is not clear if the reapportionment of funds alters the permanent allotment to a state or simply reallocates funds for a single year.
8. Section 111(b) commits the Federal financial participation to 100%, 90%, 80% for the first three years of operation and 80% FFP thereafter. I believe that local matching funds could be more easily found and more communities involved in the transfer of services to this program if the matching ratios were 90-90-90. The continuing end of the year crisis found in most local day care programs would be avoided. This would provide the basis for better local and state planning and program development.
9. New Jersey, has in the past, experienced difficulty under Title IV-A regulations in securing permission to use public in-kind contributions as a part of the local match. We read Section 111(c) of the Act to allow the use of public and private in-kind contributions, but believe a clarifying statement asserting this principle is needed in the legislation.

Is there any limitation on in-kind costs other than fees for services? Does it refer to value of buildings or salaries? What kind of cost accounting system is forseen? I do not want to belabor the point, but you are all well aware of the problem of defining what are in fact in-kind contributions. We would allow for the widest possible definition of this term.

10. I believe reports cited in Sections 203 and 205B of the Act should be available to the public.
11. Under Title V, Section 501(7) it is unclear whether "programs", as defined, could also be funded in clinics. Again the legislation should specifically allow for the widest possible definition of "child care facilities".

State of New Jersey
DEPARTMENT OF INSTITUTIONS AND AGENCIES
DIVISION OF YOUTH AND FAMILY SERVICES

James G. Kagen
Director

One South Montgomery Street
Trenton, New Jersey 08625

July 10, 1975

Honorable Walter Mondale
U. S. Senate
Washington, D. C.

Dear Senator Mondale:

I would like to thank you for the opportunity to testify in support of H.R. 2966 and S626, the Child Family Services Act of 1975. Although the funding is limited, the Act could be the basis for a system of tangible child and family services delivered through responsive local community programs. Your concern and persistence in the development of legislation affecting the welfare of children and families is terrific and greatly appreciated in New Jersey.

We strongly support the legislation, but would like to summarize the parts of my testimony concerning the few deficiencies we perceive as serious:

I. The Role of the States in the Child and Family Service Delivery System

While S626 (HR2966) provides funds for state participation in needs assessment, goal identification, and program coordination, it does not identify the states as either administrators or providers in the proposed service delivery system. Specifically, the administrative format outlined in the bill de-emphasizes the use of existing state structures and calls for the creation of a new federal-local pairing--the Office of Child and Family Services and local prime sponsors. States may be approved as sponsors only if other groups do not submit applications or fail to meet application requirements.

For New Jersey, the effect of the designation of states as "sponsors of last resort" represents a significant waste of expertise and resources and will impede the timely implementation of this important legislation. In our state the public social service structure--the Division of Youth and Family Services--currently operates a day care program that is characterized by:

1. High Service Capacity - New Jersey's Division of Youth and Family Services ranks as the primary sponsor of child day care services in the state, serving some 33,400 children through division-operated and community based programs during Fiscal Year 1975. Its child care capacity, limited by the state's Title XX funding allocation, will grow to some 35,200 children in Fiscal Year 1976 at a total program cost of $39 million.

2. High Community Involvement - 250 of the 270 child care centers sponsored by the State are community-based and-operated facilities, under direct contract with the Division. Three million dollars, or 43%, of the $7 million non-Federal share of program costs are financed through community contributions.

3. High Program Accountability - The Divison's contractual relationship with local providers fosters a high level of state and local program control by specifying clearly the performance objectives of the program which must satisfy the needs of the consumer population.

4. Low Administrative Costs - The state has administered this contracted purchase of service sector including technical assistance and training to local providers, and contracting for and monitoring of these programs at a cost of only 3% of total program expenditures.

5. Well-developed Supportive Services - The State physically inspects some 1,000 publicly-supported and private child care centers, monitors program operations, provides technical assistance and training and plans for the allocation of public day care funding. The centers themselves determine and control their programs with a high degree of community and parent involvement. This system avoids multiple levels of bureaucracy encourages diversity and parent choice while insuring adherence to reasonable standards.

In view of these considerations, we feel that the administrative structure proposed by S626 would result in two large and administratively separate child care delivery systems that would serve to:

1. waste scarce resources by duplicating existing administrative capacities;
2. instill a competition between the Child and Family Service Act and Title XX as funding sources for local child care programs; and
3. delay the translation of Child and Family Service funding into tangible, direct child care services.

It is our feeling that states with well developed day care and child and family service programs should be fully integrated into the proposed program. This could be accomplished by incorporating two amending provisions to the proposed statute:

1. permitting states to compete on an equal basis with local, private, and public applicants for prime sponsorship in each respective region; and

2. permitting the designation of states as statewide prime sponsors only if the states meet or exceed the following four child and family welfare service performance criteria:

   a. 60% of the center based day care capacity within the state is sponsored and supervised by the state; and,

   b. state appropriations for day care services prior to the implementation of this Act must account for at least 50% of the non-federal share of aggregate federally funded program costs; and,

   c. 75% of the total publicly funded day care programs receiving federal financial participation must be operated by local community organizations; and,

   d. administrative costs defined as overall planning, program monitoring, fiscal audit, enforcement of minimum standards, evaluation, staff training, consultation and technical assistance cannot exceed 6% of total operational costs.

We feel strongly that any legislation that does not permit states to compete on an equal basis runs counter to the intent of the proposed Act which is the timely and efficient expansion and development of child and family services.

The State of New Jersey would be delighted to compete on an equal basis with any public or private local applicant. States should not, however, be permitted to administer programs envisioned in this Act on a statewide basis unless they are capable of levels of program performance with demonstrated community involvement well beyond those reasonably expected of local applicants. We feel that many states such as New Jersey have committed considerable resources and energies to achieve superior levels of performance and would be able to meet the more stringent performance criteria for statewide sponsorship outlined above. To limit the state's role in the implementation of the Act will only result in a waste of valuable resources and talent.

II. Eligibility for Child and Family Services

As noted in the discussion above, New Jersey, as well as other states, are funding the bulk of their current family and child welfare social service operations under Title XX of the Social Security Act. In contract to S626 which keys service eligibility to the Bureau of Labor Statistics' lower budget for a four person family, Title XX prioritizes service delivery by focusing on state median income. More precisely, eligibility for free Title XX social services is defined by 80% of a state's median income for a four person family. The following table clarifies the relation of service eligibility levels under the two programs:

Table I: COMPARISON OF S626 and TITLE XX ELIGIBILITY STANDARDS - NEW JERSEY [1]

Family Size	Annual Income: S626	Annual Income Title XX	Under Title XX, Income Eligibility is Greater by:
1	$3,030	$6,549	$3,475
2	$5,038	$8,565	$3,527
3	$6,916	$10,580	$3,664
4	$8,538	$12,595	$4,057
5	$10,075	$14,610	$4,535
6	$11,783	$16,625	$4,842

As can be seen, Title XX extends eligibility to families earning from $3,475 to $4,842 more than families eligible under S626. While New Jersey enjoys the highest median income in the Nation (as well as one of the highest indices of living costs), similar disparities in eligibility under the two programs exist in other states, as can be noted from the following table:

Table II: COMPARISON OF S626 and TITLE XX INCOME ELIGIBILITY FOR FAMILY OF FOUR: SELECTED STATES [2]

State	S626 Income Eligibility (Family of 4)	Title XX Income Eligibility (Family of 4)	Under Title XX Income Eligibility is Greater by:
New Jersey	$8,538	$12,595	$4,057
Indiana	$8,184	$11,203	$3,019
Minnesota	$8,269	$11,203	$3,019
California	$8,380	$11,822	$3,442
New York	$8,431	$11,411	$2,980

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[1] The Mondale Bill utilizes Bureau of Labor, Autumn, 1973 statistics to determine the annual costs of a lower budget for a four-person family. For the New Jersey statistics, the arithmetic average of Philadelphia, Pennsylvania - New Jersey and New York - Northeastern New Jersey were utilized.

[2] Bureau of Labor, Autumn, 1973 statistics were again used for the Mondale Bill standards of eligibility. For each state arithmetic averages were computed from all listed state locations.

The maintenance of a two-tiered system of S626/Title XX eligibility for service will increase the costs and difficulty of program administration and will exert disincentives for local providers to participate in both programs. In addition, many children and their families eligible for counseling, casework, and other directly provided social services under Title XX (frequently for reasons of child protection) will not be able to obtain much needed day care services through S626.

For these reasons, we feel strongly that eligibility levels in the proposed legislation be adjusted to consistency with those specified under Title XX.

III. Use of First Year Funds

The Act provides that fiscal 1975 funds be used solely for planning, training and technical assistance. Funds for program operation would not be available until 1976. Like some other states, New Jersey has already invested considerable effort into laying the groundwork for a child and family service system. Our major need is for program operation money. We recommend that first year dollars be available for program operation, perhaps restricting these funds to program expansion, after submitting an approvable state plan, documenting this service infrastructure.

I hope our comments on the Child and Family Services Act were helpful. We will forward to you within seven days statutory language to effectuate our suggested modifications.

We would also like to take advantage of this opportunity to thank you for your concern and sponsorship of legislation to help meet the needs of families and children suffering from abuse and neglect. Through that legislation, New Jersey has received a number of grants for demonstration and research projects:

1. "A Model Protection Service System for Union County, N.J." - $180,000. The Division in cooperation with other community agencies, has set up a comprehensive protective service system in Union County. This system includes special investigation and supervision units; a coordinating committee; a parent development center and community resources such as professional treatment and counseling, teaching homemakers, special day care, and emergency material assistance. The network also has an outreach program, an administrative support unit, and a planning, research, and evaluation capacity. During the coming fiscal year, we will build upon this comprehensive model for statewide application; twenty-six contracts with voluntary agencies) and 140 new staff will help us reach 4,500 families with 6,200 children throughout the State.

2. "The Family Development Program" - $800,000. Administered by Martland Hospital of the New Jersey College of Medicine and Dentistry in Newark, the program will serve 120 families with a comprehensive, hospital based child abuse treatment program.

3. "A Protective Service Resource Institute" - $1,100,000. This program jointly administered by this Division and the Rutgers Medical School of the College of Medicine and Dentistry of New Jersey will provide comprehensive training in protective services for 1,200 professional and paraprofessional personnel. Program staff will also develop and coordinate a public information campaign and provide technical assistance to agencies and organizations in establishing prevention and treatment programs in protective services. I believe New Jersey will be the first state with the largest such statewide training program for protective services.

4. "Abuse and Neglect among Low Income Families; A Comparative Study of Adequate and Inadequate Child Care" - $163,047. This research project will investigate factors associated with the occurence of abuse and neglect.

The legislation you sponsored has culmunated in concrete responses to the problem of child maltreatment in New Jersey. We are, therefore, very grateful to you. We look forward to working with you in the future and will keep you posted on the progress of our protective service programs.

Sincerely,

James G. Kagen

JGK:clm

cc: Ann Klein, Commissioner
Marilyn Berry

Mr. BRADEMAS. Mr. Himelrick.

STATEMENT OF JOHN B. HIMELRICK, SR., DIRECTOR, WEST VIRGINIA INTERAGENCY COUNCIL FOR CHILD DEVELOPMENT SERVICES, OFFICE OF THE GOVERNOR, CHARLESTON, W. VA., AND PRESIDENT, NATIONAL ASSOCIATION OF STATE DIRECTORS OF CHILD DEVELOPMENT

Mr. HIMELRICK. Chairman Brademas, Senator Mondale, members of the subcommittee:

I am John Himelrick from West Virginia, the director of the West Virginia Interagency Council for Child Development Services in the Office of the Governor.

I am also president of the National Association of State Directors of Child Development.

The credibility of my remarks stems largely from my experiences in West Virginia and our own program and my work with other State directors of child development.

Let me at the outset express my thanks to those of you who have worked and persevered for a number of years in trying to get national legislation for children. You have done a fantastic job against some horrendous opposition, and I certainly appreciate it, and I know that you have the appreciation and concern of a great number of the citizens of this country.

My purpose is to offer some suggestions for your consideration which generally reflect the views of those who are charged with the responsibility of developing statewide delivery systems for children's services. More specifically, I want to do three things:

I want to suggest to you what appears to me to be the elements of an ideal delivery system.

I want to surface what again appears to me to be inhibiting factors in reaching that ideal system and then make some positive suggestions relating to how I feel that ideal system can be accomplished.

I would suggest to you that we all want quality in our delivery systems. As taxpayers, we certainly desire it and demand it.

It seems to me that, because we face the factor that resources are limited in our country, we have faced it certainly in the last few years, we want to do everything we can to eliminate costly overlapping and duplication of services. We want efficiency in a quality system.

Certainly, the needs of children are multiple, and we want a comprehensive range of services provided for children from birth through their youth. We would hope that it will be universal, that a delivery system ought to have the quality of universality, that it ought to reach all children regardless of where they are.

If, indeed, children are different and unique, then we need a flexible system that will reach all of them. Certainly, we need to have a system which has the quality of being continuous.

For too long we have raised the expectations of children and parents with short-range, improperly funded programs that are offered and then taken away.

I would suggest to you that discontent, cynicism and mistrust of Government has occurred as a result of the lack of continuity. I suspect in many instances actual disruption of family life style and the developmental processes of children have resulted from offered and retracted programs.

In other words, I am suggesting to you that the essential elements of a delivery system for children should be the elements of quality, efficiency, comprehensiveness, universality, flexibility and continuity. The question then becomes: Why don't we have that kind of system?

I would again suggest that there are some inhibitors to obtaining a quality system which seem to plague us consistently.

One of the first deterrents to a quality system is always money. I know that there needs to be more money put into children's services. We all know that. I need not lecture you on that fact.

I suspect if we were suddenly given today all the money we need, most of the deterrents to the quality system which we seek would still be with us.

I would like to move to some of those deterrents.

The first of these is the fragmentation of services among countless Federal, State and local agencies. This fragmentation of services makes it very difficult for parents to find what they need even though in some instances it exists.

To work one's way through the maze of agencies, groups and bureaucracies is tough enough for the informed. It is next to impossible for the family that is ill-informed and simply does not have the resources to get through that maze.

Another deterrent, it seems to me, is that we have a singular kind of service offered by many agencies rather than multiple services. We have to go to one agency for this service, another agency for the next, and another for the third service. The result is that many of them offer singular services when indeed it seems to me that it is within our power to develop a system that would encompass most, if not all, services that children need.

Another deterrent to a quality system is that the services that we have provided have been spotty rather than universal. By that, I simply mean that we have had categorical programs which serve certain children and exclude others on the basis of income, on the basis of their location, geographically speaking, that sort of thing.

Certainly the lack of stability and continuity in programs which I spoke to a moment ago is another deterrent to the quality system that I believe we all seek.

This brings me to what we believe offers the best solution for overcoming what I have called inhibiting factors to a quality system.

I would like now to move for just a moment to what I perceive has been happening in the States in the last few years.

Since the original child development bill was vetoed, some 18 States have established some form of State office for children, with Statewide planning, development and coordination responsibilities.

Senator MONDALE. Could you submit for the record on behalf of your association the names of those States, how those offices are structured, what kind of budgets they have, what kind of authority do they have, so that we can get a picture of precisely what is happening in the States? If you could, add to that other State-planned activities that might be forthcoming.

Mr. HIMELRICK. I shall be happy to do that.

Mr. BRADEMAS. I would hope, Mr. Himelrick, that you would, in addition, supply some hard information on how much money State aid has provided for the kinds of programs represented in this legislation, going to some care to delineate the distinctions between kindergarten programs, on the one hand, and pre-school programs, on the other.

Mr. HIMELRICK. I will be happy to do so.

[The information referred to, and subsequently supplied for the record, follows:]

OFFICE OF THE GOVERNOR
Charleston, West Virginia
INTERAGENCY COUNCIL FOR CHILD DEVELOPMENT SERVICES

Refer Correspondence to

CHAIRMAN
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Governor

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Thomas R. Tinder
Commissioner
Welfare

Dr. Daniel B. Taylor
State Superintendent
Of Schools

September 4, 1975

The Honorable Walter F. Mondale
The United States Senate
Washington, D.C. 20510

Dear Mr. Mondale:

The attached information relating to child development activities currently underway in a number of states across the nation is submitted for your information in response to the request you made when I testified at the joint hearings on the Child and Family Services Act on June 16, 1975.

I need not tell you how difficult it is to gather correct data from states. I know that you and your congressional colleagues are faced with this problem each day. I suffer from the additional problems of a very limited staff and little prestige in asking for information. The information I have put together will suffer from these limitations, but it is accurate to the best of my knowledge.

You will note that the information is grouped into three catagories as follows:

1. Member states of the National Association of State Directors of Child Development (NASDCD - 17)
2. States recently awarded 4-C grants (12)
3. States in the Appalachian area with Offices of Child Development operating in the Appalachian portion of the state (8)

This makes a total of 37 states that now have a functioning state-wide Office of Child Development, a grant to plan and establish such an office, or an Office of Child Development functioning in a part of the state.

"AN INTERAGENCY APPROACH TO THE DELIVERY OF SERVICES TO YOUNG CHILDREN AND THEIR FAMILIES"

The Honorable Walter F. Mondale
September 4, 1975
Page Two

I have limited knowledge of efforts underway in other states in these directions, but my information is too sketchy to be of much use to you.

You will also note that I have included an excerpt from an ECS Report No. 65, Early Childhood Programs: A State Survey 1974-75. This report speaks to one part of your request which asked for information relating to state expenditures for Kindergarten programs as opposed to Pre-school programs. I trust it will also be helpful to you.

I hope this information will be of value to you in your deliberations concerning the final form of the Child and Family Services Act. At the risk of repeating myself, I would again suggest that while much of the movement in the states is of recent vintage, it is significant. I respectfully urge you to give every consideration to encouraging these efforts by providing support through the Child and Family Services Act for those states that have shown their good faith and capability to do state-wide planning and coordination.

If I can be of additional service to you in any way, please give me the opportunity to do so.

Sincerely,

John B. Himelrick, Sr.

John B. Himelrick, Sr., Director
Interagency Council for Child
Development Services

JBHSr/mb

Enclosures

STATES RECEIVING 4-C GRANTS

A decision was made in 1974 by the Assistant Secretary for Human Development, HEW to reallocate the remaining funds of the Community Coordinated Child Care Program (4-C) to the Regional Offices for use as grants in the development of 4-C organizations. The Regional Offices were given the responsibility for making the grants and for monitoring them.

One of the criteria to be used in the selection of potential grantees reads as follows:

> The potential applicant must have the endorsement and support of the highest elected official of the geographic area to be served by the project activities including a commitment to continue the activity after Federal funds no longer support the activity.

This criteria is indicative of the intent of the Assistant Secretary to see these grants utilized to enhance the states capacity to deliver coordinated services to children.

The purpose of the grants were further delineated in the following specific objectives.

(1) Create a state-level or other jurisdictional area 4-C (or any reasonable modification) for assessing, planning, coordinating, developing and stimulating children's services in the State.

(2) Establish the capacity of a State or local area-wide basis for assessing the needs of child and program planning and coordination.

(3) Develop the capacity to assist in the development of a State or local plan for services to children and families.

(4) Evaluate existing and proposed child care planning efforts in relation to the State or local plans and priorities.

(5) Identify supportive services which can be linked with child care services in order to provide comprehensive, quality care.

(6) Define alternative delivery patterns for meeting indicated service needs.

(7) Assist in the development of systems to upgrade the quality of existing child care services.

(8) Assist in the development of recommended administrative and statutory changes for reforms in the total field of services to children, including developmental services.

(9) In the interest of advocacy, provide a public forum for the discussion of child care programs and issues.

From the above listed objectives it can be seen that the states receiving the grants are committed to utilizing the grants to develop within each state or area-wide location planning, coordinating and evaluating mechanisms for children's services.

Thus, an additional 12 states now have a modest federal grant for laying the ground work for the establishment of an Office of Child Development.

The states, contact person and grant amount are listed below.

Region I

Applicant Agency: Department of Children and Youth Services
Address: 345 Main Street, Hartford, Connecticut 06115
Phone: (203) 566-3536
Contact Person: Francis H. Maloney
Amount of Funding: $40,000

Rhode Island Office of Policy and Program
222 State House
Providence, Rhode Island 02903
(401) 277-2071
B.G. Donohue, Jr.
$10,000

Region II

New York State Association of Child Care Councils
240 Clinton Street
Hempstead, New York 11550
(516) 538-1362
Eleanor H. Kirk $40,000

Region III

Department of Health and Social Services
Division/Services to Children and Youth
Delaware State Hospital
New Castle, Delaware 19720
(302) 421-6705
Earl McGinnes
$37,505

Region IV

Office for Children
Albemarle Building, 325 N. Salisbury Street
Raleigh, North Carolina 27611
(919) 829-4534
David T. Flaherty
$65,000

Region V

Indiana Youth Council
1019 State Office Building
Indianapolis, Indiana 46204
(317) 633-5749
Carol Dollens
$60,000

Region VI

New Mexico Committee on Children and Youth
604 Mountain Road, N.E.
Albuquerque, New Mexico 87102
(505) 842-3049
Arturo Armijo
$50,000

Region VII

Office for Planning and Programming
523 East 12th Street
Des Moines, Iowa 50319
(515) 281-5888
Robert F. Lyson
$35,000

Region VIII

Division of Human Development, Department of Social Services
State Capitol
Pierre, South Dakota 57501
(605) 224-3165
Orval Westby
$55,000

Region IX

California Child Care Coordinating Council
1855 Folsom Street
San Francisco, California 94101
(415) 549-3820
Ruth W. Massinga
$55,000

Region X

League of Women Voters of Oregon
495 State Street - Suite 212
Salem, Oregon 97301
(503) 636-2283
Muriel Goldman
$55,000

IMPD

Dakota Committee Coordinating Early Childhood Education, Inc.
327 Broadway Street - P.O. Box 78
Yankton, South Dakota 57078
(605) 655-6125
Willard Yellow Bird
$35,000

OFFICES OF CHILD DEVELOPMENT

States Holding Full Membership in
National Association of State Directors of Child Development

State	Name of Office	Location of Office	How Established	Funding					Primary Function			Comments
				FY	State and Local	Federal (Title IV-A, etc.)	Other (ARC Funds)	Total	Planning and Coordination	Advocacy	Direct Service Delivery	
Alaska	Office of Child Advocacy	Governor's Office	Legislation 1972	76	76,800	23,000		99,800	x	x		
Arkansas	Office of Early Childhood Planning	State Dept. of Education	Executive Order 7/1/73	75				311,000	x	x		Office closed 6/30/75
California	Early Childhood Education	State Dept. of Education*	Reorganization of State Dept. of Education	76	60,000,000	99,000,000		159,000,000	x	x	x	Funding includes administrative costs which by statute may not exceed 2% of the total allocation.
Florida	Office of Early Childhood Development	Governor's Office	Legislation 1972	74	113,000			113,000	x	x		Office closed 6/30/74. No appropriation made.
Hawaii	State 4-C Committee	Governor's Office	Legislation 1973	75	38,363			38,363	x			
Idaho	Institute of Human Development	Governor's Office	Legislation 1968	76	6,000	70,000		76,000	x			
Louisiana	Bureau of Early Childhood Development	State Dept. of Education	Executive Order 2/20/73	76	137,000	455,207		592,207	x	x		Direct services restricted to demonstration project only.

State	Name of Office	Location of Office	How Established	Funding					Primary Function			Comments
				FY	State and Local	Federal (Title IV-A, etc.)	Other (ARC Funds)	Total	Planning and Coordination	Advocacy	Direct Service Delivery	
Massachusetts	Office for Children	Executive Office of Human Services	Legislation 1972	76	5,200,000	2,300,000		7,500,000	x	x	x	
Mississippi	Child Development Division	Governor's Office of Education and Training	Executive Order 12/21/71	76			230,977	230,977	x		x	
North Carolina	Office for Children	Dept. of Administration, Office of Human Resources	Executive Memorandum 5/22/70	76	1,923,331	2,530,995	1,350,600	5,804,926	x		x	
South Carolina	Office of Child Development	Dept. of Social Services	Executive Memorandum	76	1,308,976	6,417,160	2,500,000	10,226,136	x	x	x	
Tennessee	Office of Child Development	Governor's Office, Office of Urban and Federal Affairs	Executive Memorandum, 1970 Legislation 1/1/75	75	2,031,628	1,859,772	2,216,891	6,108,291	x		x	
Texas	Office of Early Childhood Development	Texas Dept. of Community Affairs	Mandate of Governor 1/1/71	76	920,000	500,000		1,420,000	x	x	x	Direct services restricted to demonstration projects only.

State	Name of Office	Location of Office	How Established	Funding					Primary Function			Comments
				FY	State and Local	Federal (Title IV-A, etc.)	Other (ARC Funds)	Total	Planning and Coordination	Advocacy	Direct Service Delivery	
Utah	Office of Child Development	State Board of Education	Agreement between Governor and State Board of Education	75		40,000		40,000	x			
Vermont	Office of Child Development	Governor's Office, Agency of Human Services	Executive Order 1/1/73	76	83,350	177,118		260,468	x			
Washington	Child Development Planning Project	Governor's Office, Office of Community Development	Executive Order 7/1/73	75	129,296	82,410		211,706	x			Office closed 6/30/75. No state appropriation.
West Virginia	Interagency Council for Child Development Services	Governor's Office	Executive Order 11/71	76	1,522,528	3,436,061	1,629,055	6,587,644	x		x	

*California's pre-school program covers K-3.

APPALACHIAN STATES WITH OFFICES OF CHILD DEVELOPMENT OPERATING IN APPALACHIAN PORTION OF STATE

In addition to the five Appalachian states which are listed as members of the National Association of State Directors of Child Development (West Virginia, Tennessee, North Carolina, South Carolina, Mississippi), the remaining eight (8) states have offices which are responsible for coordinating and administering ARC funded programs operating in the Appalachian area of the state. These states (and a contact person in each state) are listed below.

ALABAMA
Mrs. Audrey Henders
Appalachian Development Office
State Office Building
Montgomery, AL 36104
(205) 269-7171, Ext. 41 or 42

GEORGIA
Ms. Nancy Edwards
Project Director
Appalachian Child Development Projects
State Dept. of Human Resources
618 Ponce de Leon Ave., N.E.
Atlanta, GA 30308
(404) 894-5684

KENTUCKY
Mr. Rod Hartzler
Kentucky Youth Research Center
P.O. Box 713
Frankfort, KY 40601
(502) 695-4320

MARYLAND
Mr. Frank Sullivan/Mr. Harold Perkins
Child Development Administrator
Room 600
State Dept. of Employment and Social Services
1100 North Eutaw Street
Baltimore, MD 21201
(301) 383-5615

NEW YORK
Ms. Sharon Railley
New York State Appalachian Child Development Project
New York State Dept. of Social Services
1450 Western Avenue, Room 3-D
Albany, NY 12203
(518) 457-7056

OHIO
Ms. Linda Sohner
ARC Child Development Project
Department of Economic and Community Development
State Office of Power - 24th Floor
Columbus, OH 43215
(614) 466-6300

PENNSYLVANIA
Mr. Bill Cardiff
700 State Street Building
3rd and State Streets
Harrisburg, PA 17101
(717) 787-3447

VIRGINIA
Mr. John Daniels
Virginia Child Development Program
P.O. Box 1066
Wise, VA 24293
(703) 328-8829

While I was not able to collect accurate information on the funding in each of these states, it can be said that state spending for children's programs are increasing each year as a result of automatic reduction of ARC funds over the five year funding cycle. In addition to state matching funds, many, if not all, of the Appalachian states are receiving sizeable reimbursements through Title IV-A of the Social Security Act at a 3 to 1 ratio for ARC dollars spent on eligible services.

In my opinion, the offices established in these states and now functioning only in the Appalachian portion of the state can move very rapidly to expand their operation to the total area of the state, given the resources to do so.

Early Childhood Programs:
A State Survey 1974-1975

ECS Report No. 65
EC Report No. 11

Compiled by
The Early Childhood Project

Education Commission of the States
Denver, Colorado
Wendell H. Pierce, Executive Director

April 1975

Additional copies of this report may be obtained for $1.00 from the Education Commission of the States, 300 Lincoln Tower 1860 Lincoln Street, Denver, Colorado 80203, (303) 893-5200

SUPPORT FOR KINDERGARTEN GROWS

Public support for kindergarten and other early childhood services continues to grow, as evidenced by a state survey conducted in 1974 by the Education Commission of the States. This is the third survey which has been made by the ECS Early Childhood Project. Previous surveys were made in 1970 and 1972. In 1974, questionnaires were sent to 50 states and three territories. Replies were received from 44 states and one territory. The states and territories that did not reply to the 1974 survey did supply information in 1972, and in the summary information presented here, these states are included—based on the information as reported in 1972.

The 1972 survey revealed that nine states and one territory mandated school districts to offer kindergarten programs. By 1974 that number had increased to 14 states and one territory. One additional state, Virginia, will require local districts to provide kindergarten programs beginning in 1976. In addition, the 1974 survey showed that 34 states and two territories have enacted permissive kindergarten legislation. Only two states, Mississippi and Idaho, have no legislation permitting or mandating kindergartens.

Money

In 46 states some form of state aid is provided to kindergartens. By far the most popular method of funding kindergarten is through the state foundation formula. This appears to be the method used with variations in every state except New Mexico, where it was reported that special funds are approved on a limited basis for pilot programs. Funding through the state foundation formula indicates a high priority and regular annual funds for kindergarten.

State funding for prekindergarten programs is still the exception rather than the rule. Apparently only 11 states, California, Georgia, Maine, Massachusetts, Missouri, Pennsylvania, South Carolina, Tennessee, Vermont, Washington and West Virginia, provide some form of support for prekindergarten programs, but at least 38 states offer prefirst-graders other state-supported services such as medical and dental care, nutritional programs or special programs for the handicapped. That compares with 30 states in 1972.

Certification

Forty-eight states and two territories now have certification requirements for kindergarten teachers and administrators. Only Mississippi and American Samoa have no certification requirements. Texas has requirements for teachers but not for administrators.

Twenty-nine states require only an elementary certificate rather than one specifically for kindergarten teachers, while in seven other states the requirement is for an elementary certificate plus extra preparation in early childhood education. In eight states the elementary certificate is not applicable to kindergarten. Most states have no certification requirements for kindergarten paraprofessionals.

Half the states now require certification for prekindergarten teachers and administrators. Only Alabama, Georgia, Hawaii, Kansas, Massachusetts and Vermont require certification for prekindergarten paraprofessionals, but in 1972 the only states in this category were Massachusetts and Vermont.

Day Care

The 1972 survey revealed that 13 states require certification for day care personnel and the 1974 figure is the same. While few states have such requirements as indicated by survey replies, this is probably not an accurate reflection of such requirements. The ECS questionnaire was sent to state departments of education. In many states, however, departments of social services or human resources responsible for licensing day care facilities have requirements for day care personnel which would not be indicated in questionnaires answered only by departments of education.

TABLE 1
STATE FUNDING EFFORT

State (% State Share of Funding)	Kindergarten							Prekindergarten					Other State-Supported Services to Pre-First Graders (Medical, Dental, etc.)
	Mandatory (M) or Permissive (P)	Additional Information	Entrance Age	State Expenditure				State Expenditure				Additional Information	
				Total		Per Pupil		Total		Per Pupil			
				FY 1974	FY 1975	FY 1974	FY 1975	FY 1974	FY 1975	FY 1974	FY 1975		
Alabama	P	There is no state aid through the state foundation program. There is state aid for eight Early Childhood Education Pilot Programs including 5-year-olds funded by a special education trust fund.	5 by Oct. 1	$500,000	None	Not available		None				State efforts to promote from individuals and groups etc.	Partially—through public health and welfare services
Alaska	P	State aid provided to kindergartens as part of the state foundation program at one-half amount for elementary school pupils	5 by Nov. 2	Information not available at this time				Not available				There is state aid available for children with special needs (physical handicaps, unusual behavior, etc.)	BIA and PHS provide services for eligible children
American Samoa		No reply											
Arizona (100%, est.)	M	Aid by separate appropriation	5 by Jan. 1	Not available				None					Through Department of Health and Welfare. Some programs offer additional services
Arkansas	P	There is state aid for kindergartens. For the first two years at least, they are funded: $9,000 (1st year) and $9,500 (2nd year) on an approval basis.	5 by Oct. 1	$9,000	$9,500	Not available		None				A kindergarten specialist was hired to conduct workshops for teachers and administrators and to do an ETV training series plus various public relations services	Partially—through the Department of Health and Welfare
California (100% at present. From 1966-1973, preschool was 25% state; 75% federal.)	M	Mandatory for school district to provide; permissive for attendance. Aid provided as part of state foundation program, based on ADA	4 years, 9 months	$266.6 million (307,223 students)	Slight decrease expected	Varies by district. For 1972-73 the average for elementary districts was $866.		$20.6 million	Approx. same as for FY 74 Figures are for a state preschool program for disadvantaged children	$1,058	Same	Legislation introduced in 1973 (SB 1302/Dymally) included provision for an optional publicly supported program for 4-year-olds. This was amended out, to be reconsidered in 1975	Medical screening, social services, nutrition, day care, migrant program
Colorado	P	Required for accreditation but not required by statute. State aid is part of foundation program	Schools must accept at 6 years	Not available		Varies district to district with foundation program		None				Promotion of prekindergarten, but no funding	Day care
Connecticut		No reply											
Delaware (73%)	P	Aid provided as part of foundation program	5 by Jan. 31	$2.5 million	Not available	$297	Not available	None				No promotion	Only audio and visual assessment under Bureau of Child Development Programs

Florida	P	State aid is based on FTE, with students in K-3 earning 20% more than those in other elementary grades. FTE funding replaces old MFP unit system of funding	5 on or before Jan. 1	$52.8 million	$71.6 million	$684	$894	None				State commissioner of education has established as a priority the provision of educational services to students not presently being served who could profit from early childhood education	(1) Through Health and Rehabilitative Services, Division of Family Services. (2) Participation in federally funded school lunch program. (3) AFDC children eligible for medical services
Georgia (100%)	P	Kindergarten will be part of total Adequate Program of Education for Georgia in 1975	5 by Sept. 1	$6 million	$4.4 million	$537	$805	$1.8 million	$1.8 million	$1,161	$1,161	SB 678 requires educational classrooms for handicapped 3- and 4-year-olds	SB 678 provides for testing, diagnosis and treatment for children birth to 3 years of age. New Adequate Program of Education bill provides for testing of hearing and vision of all children before entrance into first grade. Free lunches for children aged 3 to 5 in regular lunch program
Guam		No reply											
Hawaii (85%) (K only)	P (However, by departmental policy, all K-eligible applicants must be enrolled.)	94% of 5-year-old population of 15,872 is enrolled in kindergartens, both public and private. Only 2,324 of them attend private programs	5 by Dec. 31	$13.8 million (approx.)	$14.5 million (approx.)	$1,014 (approx.)	$1,014 (approx.)	Not available				State aid in kind only if the federally funded prekindergarten programs are housed in a DOE facility or are administered by DOE	Yes, for programs administered by the Department of Health and the Department of Social Services and Housing
Idaho		No reply											
Illinois	M	State aid for kindergarten as part of state foundation program	5 by Dec. 1 (in process of revision)	Not available				Not available				Prekindergarten programs for 3- to 5-year-old handicapped children are mandated. State Department of Education is working toward permissive programs for other prekindergarten children	No state aid
Indiana	P	State aid is part of the state foundation program at one-half the rate of regular schools	This is set by the individual district	$38.9 million	$32.1 million	$428	$447	None				No state effort to promote public prekindergarten program	For those children whose families are at near-poverty level
Iowa	P	State aid provided through foundation program. State Department of Public Instruction provides leadership in upgrading kindergarten programs through consultative services and inservice workshops	5 by Sept. 15	$17.6 million	$20.3 million	$399	$478	Not available				None	State aid for handicapped prekindergarten through Department of Public Instruction

State (% State Share of Funding)	Kindergarten							Prekindergarten					Other State-Supported Services to Pre-First Graders (Medical, Dental, etc.)
	Mandatory (M) or Permissive (P)	Additional Information	Entrance Age	State Expenditure				State Expenditure				Additional Information	
				Total		Per Pupil		Total		Per Pupil			
				FY 1974	FY 1975	FY 1974	FY 1975	FY 1974	FY 1975	FY 1974	FY 1975		
Kansas (40%)	P	State aid provided as part of foundation program	5 by Sept. 1	Not available				None				Effort to establish accreditation regulations	None through education
Kentucky	P	State aid provided through state foundation program	5 by Dec. 31	$1.8 million	Undecided	Not available	Undecided	None				No promotion	None
Louisiana	P	State aid provided on the same basis as for grades 1-12. Teachers supplied on 27:1 ratio	4 years, 8 months	$36.4 million	$38.4 million	$844	$844	None				Bureau of Early Childhood Education has been established to plan and initiate programs	Yes, through Department of Public Welfare and local education agencies
Maine	M	There is state aid which is part of state foundation program	5 by Oct. 15	$5.1 million	$5.4 million	$300	$321	Not available		$300	$321	State effort in formative stage to promote prekindergarten programs. A few schools receive state aid where a program is run for 4-year-olds	State doesn't provide, but many school districts do
Maryland		No reply											
Massachusetts	M	Part of the same reimbursement program for all of the children in the Commonwealth	Up to the local community	$31 million	$31 million	$295	$295	$31 million—This money is for both kindergarten and prekindergarten				Promotion especially toward Chapter 766 law in regard to children with special needs. In 20% of communities, there are public prekindergartens that begin at 4 years	In cases where the income is below average under Title I programs
Michigan	P	Power-equalizing formula for state aid includes kindergarten, with kindergarten students counted as full-time	5 by Dec. 1	$55.1 million	Not available	$358	Not available	None				Legislation has been proposed to permit public funds (not state aid) to be used for early childhood programs	Welfare-type services are provided
Minnesota	M	State aid as part of foundation program	5 by Sept. 1	Not available				Not available				At 1974 session, legislature funded pilot projects for children, birth to age 5, and for their parents. Programs are available for preschool handicapped children	School lunch, medical lab services, medical assistance, screening services for vision, hearing, dental needs, Title IV-A match for day care; state grant-in-aid for day care; all public assistance programs
Mississippi		Does not have public kindergartens		None				None				Legislation to be introduced in 1975	Welfare Department provides services
Missouri (38.1%)	P	State aid as part of foundation program	5 by Sept. 30	$10.6 million	$12 million	$172	$194	None	All approved programs to be funded	None	$500 estimate	Department of Elementary and Secondary Education working intensively to expand prekindergarten programs with federal and local monies and with state funds that are available for children with handicaps or potential learning problems beginning at age 3	State matching funds provided for preventive, child health care, maternal and infant care, speech and hearing evaluation and services, and dental education and services. Day care for ADC and low-income families. Nutritional services available to children in public school programs

Montana	P	1/2 day program = 1/2 ANB for budgeting purposes. 180 days, 2 hrs. per day. State aid part of foundation program based on ANB	5	Estimated $1 million	$1 million	$92	$92	None	No state aid for prekindergarten programs	Day care—$100,000 per year in governor's budget
Nebraska (5%)	P	State aid as part of foundation program, based on ADM	5 by Oct. 15	Not available	Not available	$17.50	$47.50-$50.00	None	Nebraska School Law 79-444 provides that local district funds may be utilized to provide for voluntary programs for prekindergarten children	Yes, through Nebraska State Welfare Department, Social Services Division, Headstart—OEO
Nevada		No reply								
New Hampshire (0%)	P	State aid as part of foundation program to those districts that qualify	Local option		Not available			None	No state effort to promote prekindergarten	None
New Jersey		No reply								
New Mexico	P	Special funding for kindergarten programs	5 by Nov. 1	$1.2 million	Dependent on legislation	$320	Dependent on legislation	None	None	None
New York	P	State aid provided as part of the state foundation program. Aid is paid on basis of ADA (weighted for half-day kindergarten) along with ADA for other grades	5 by Dec. 1	Information not available, not broken down separately				Not available	State experimental prekindergarten program for disadvantaged limited; categorized state aid is available	Funds for diagnosis
North Carolina	P	Yes, kindergarten is being phased in as a part of the state foundation program	5 by Oct. 16	$27 million	$40 million anticipated	$800 (approximately)	$850 (approximately)	Not available	Operation Kindergarten is a group of businessmen helping to get legislation in an effort to promote public prekindergarten programs	None
North Dakota (0%)	P	No state aid. The Department of Instruction encourages districts to fund kindergartens locally until state support is available	6 by Sept. 30 to enter grade 1		None			None	None	None
Ohio (0%)	M (Beginning Sept. 30, 1975)	State aid provided as part of the state foundation program	5 by Sept. 30	$18 million	$18.8 million	$220	$230	None	The state education agency is seeking authority from the Ohio Legislature to develop standards for public school prekindergarten programs	None
Oklahoma	M	State aid provided as part of foundation program	5 by Nov. 1	$5.4 million	Not available	$238	Not available	None	Promotion through local effort and federal project proposals	Nutritional: School Lunch Division of State Department of Education. Medical, dental, public health, clinics, university hospitals

State (% State Share of Funding).	Kindergarten							Prekindergarten					Other State-Supported Services to Pre-First Graders (Medical, Dental, etc.)
	Mandatory (M) or Permissive (P)	Additional Information	Entrance Age	State Expenditure				State Expenditure				Additional Information	
				Total		Per Pupil		Total		Per Pupil			
				FY 1974	FY 1975	FY 1974	FY 1975	FY 1974	FY 1975	FY 1974	FY 1975		
Oregon (30%, est.)	P	State aid provided as part of foundation program	5 by Nov. 15	Based on formula of district need—not identified individually				None				Working on legislation for program in 1975 legislative session	Lunch services, limited medical services, some day care funds through Children's Services, Day Care Section
Pennsylvania (50%, est.)	P	School districts receive reimbursement for instruction from the Department of Education at same rate for kindergarten as for any other grade level. Reimbursements based on weighted ADM and district's ability to pay	4	$40,000	Same as 1974 plus monies for any new programs	$680—full day $340—half day	Same as 1974	Part of kindergarten aid available				Since 1897, Pennsylvania has fiscally supported kindergarten for 4- and 5-year-olds. Any district may provide two years of kindergarten	Every child receives medical, dental, visual and hearing examinations free. Free meals for needy children. Some day care services
Puerto Rico (76%)	P	State pays for teachers, provides space and some equipment. Title I Funds are available for 79 kindergartens. Twenty-one teachers are paid from other federal funds	5	$4.8 million	$4.9 million	$258	$258	None				No promotion	Kindergarten students included in health program ($1 million from state funds and $1 million from federal funds)
Rhode Island	M	State aid as part of foundation program	5 on/before Dec. 31	Not available				None				Financial effort through means of state aid formula. There is state aid for prekindergarten on same basis as K-12	Whatever is spent by local school committees for such services is reimbursable under state aid formula
South Carolina	P	Annual appropriation in grant form to State Department of Education	5 by Nov. 1	$3.3 million	$4.3 million	$174	$178	$1.2 million	$1.2 million	$1,296	$1,100	SDE efforts will likely remain minimal until after present kindergarten (for 5-year-olds) program is part of state foundation program	No state funds
South Dakota	P	State aid under same minimum foundation grant as grades 1-12	5 by Oct. 31	Not available		$1,350 flat grant plus equalization entitlement per classroom unit	$1,550 flat grant plus equalization entitlement per classroom unit	None				Guidelines for nursery and preschools adopted. Early childhood office disseminates information	Receive same services as grades 1-12
Tennessee (56%)	P	State aid as part of the minimum foundation program	5	$11.3 million	$17.1 million	$331	$363	None				No state prekindergarten program	Limited to those programs initiated and supported in part or in full with federal funds
Texas	P	State aid provided as part of the state foundation program	5 by beginning of school year, Sept. 1	Not available		$600	$600	None				There is a Migrant Education Program for migrant 4-year-olds and bilingual 3- and 4-year-olds administered by the State Department of Education, funded federally	Some funds available through Department of Public Welfare
Utah		No reply											

Vermont	P	State aid funds based on a state aid formula multiplied by the school district's local effort factor	4-6	No specific amounts. Kindergarten statistics included in general elementary education totals				State aid for prekindergarten programs on a very limited basis for young handicapped children				State effort to promote public prekindergarten programs by providing consultative services, state aid funding, Title I funding, child health and child-care programs	State funds for medical, dental, nutritional and other services
Virginia	M	State aid as part of foundation program. All local divisions must have kindergarten by 1976	4 years 8 months	Not available				None				No promotion	Medical, dental and nutritional services through Division of Health
Washington	P	State aid as part of foundation program	5	$9.9 million	$10 million	$196	$197	$453,000	$457,000	$1,046	$1,055	There are several state-funded prekindergarten programs in the Urban, Rural, Racial Disadvantaged Program. Special state funding for disadvantaged in central city areas	Special funding for the disadvantaged
West Virginia	M	Must be provided by LEA, but children not required to attend. State aid as part of foundation program	5	Not available				Not available				Through the Interagency Council for Child Development Services there are services for children from birth to age 6. A few demonstration centers enroll children aged 5 and under	Medical and dental services according to local county option. Various services through Interagency Council projects. Nutrion services. Department of Welfare provides some services
Wisconsin	M	State funds as part of foundation program at rate of one-half membership per enrollee	5 by Dec. 1	Not available				None				Position paper of state superintendent in effort to promote public prekindergarten	Costs are a part of general state aid formulas. Services are encouraged and paid, as are aids for other school services. Some services available for handicapped children
Wyoming	P	State aid as part of the foundation program	5 by Sept. 15	$166,293	$173,800	$69	$65 estimated	None				No state aid	No; picked up by Head Start Migrant Programs and Mental Health for Exceptional Children, Social Service for ADC children and privately for some others

EARLY CHILDHOOD TASK FORCE MEMBERS

Governor Jerry Apodaca, New Mexico
Chairman

Mrs. Hannah Atkins
Oklahoma State Representative

Robert W. Blanchard
Superintendent of Schools
Portland, Oregon

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Early Childhood Bilingual Program
Southwest Educational Development
Laboratory
Austin, Texas

Howard Bray
Academy for Contemporary Problems
Washington, D.C.

Preston Bruce
Office of Child Development, H.E.W.
Washington, D.C.

Mrs. Betty Bumpers
Bethesda, Maryland

Benjamin Carmichael
Commissioner of Education
Nashville, Tennessee

Mrs. Barbara Finberg, Program Officer
Carnegie Corporation of New York

D. Robert Graham
Florida State Senator

Dr. Dorothy Gregg
Director of Public Relations
Celanese Corporation, New York

Mrs. Beverly Gunst, Vice Pres[illegible]
Nursery School, Association [illegible]
Childhood Education Interr[illegible]nal

Orval Hansen, Idaho
Former U.S. Representative

John B. Himelrick, Director
West Virginia Interagency Council
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Hubert Humphrey III
Minnesota State Senator

Edwin Martin, Director
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U.S. Office of Education, H.E.W.

Robert E. McNair
Governor of South Carolina, 1965-71

Mrs. Ray E. Miller, Vice President
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Bank Street College, New York

The Rev. Albert Schneider, Superintendent
Archdiocese of Santa Fe, New Mexico

Howard Schrag, Director
Institute of Human Development, Idaho

Dr. Marilyn Smith, Executive Director
National Association for the
Education of Young Children

Jule Sugarman
Chief Administrative Officer
Atlanta, Georgia

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Superintendent of Public Instruction
West Virginia

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Texas Office of Early Childhood
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EDUCATION COMMISSION OF THE STATES
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Carol Andersen, Research Associate

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Connie Maslow, Secretary

Mr. HIMELRICK. Some 20 other States, as I was suggesting, are moving with varying degrees of success in this, some with the support of Federal grants, and others simply moving on their own.

A number of efforts or elements have been supportive of this move on the part of the States.

The Education Commission of the States' task force on early childhood has been very supportive. It has furnished a great deal of information. As a matter of fact, most of the information you have just now called for they have in some form and we will be happy to supply that to you.

They provide leadership, support and technical assistance to the States in doing this.

The Appalachian Regional Commission has been instrumental in providing the leadership and funding efforts to enable the 13 States or parts of States which comprise the Appalachian Regional Commission to move in the direction of establishing, either State-wide or at least over part of the State which falls in Appalachia, programs of a comprehensive nature with some sort of interagency approach to that.

Some States have moved on their own, and the Office of Child Development has recognized this and has recently made a number of grants to encourage States in their efforts to build capacity to deliver children's services.

The Office of Child Development now has a contract with Kirschner Associates to determine the capacity of States and, hopefully, that study will give us some more hard information on what the States are actually able to do in relation to developing capacity for delivering children's services.

Put very simply, I am suggesting to you that since the original child development bill was vetoed in 1971, a large number of States have developed rather sophisticated delivery systems for children's services. If, indeed, my thesis is true, it would be a mistake to pass legislation which fails to recognize this increased capacity at the State level. Bypassing the State and ignoring the system they now have for planning, developing and operating programs for children and families in a coordinated, efficient and effective way is, in my opinion, a mistake.

I would conclude the statement with three suggestions:

First, the inhibitors to an ideal delivery system, that is, fragmented, narrow, spotty and undependable services, can best be overcome by a State-wide delivery system undergirded by legislation which can provide coordinated, comprehensive, continuing services to all children and their families who need them.

Second, I believe it is possible for the Secretary to identify those States which now have such capacity. It would certainly be easier to do this than to make a judgment between two competing local prime sponsors.

Finally, I feel that the appropriate sections of the Child and Family Services Act should be written in such a way to be sure that the increasing capacity of the States to design effective delivery systems be recognized and utilized. Those States that now have fully developed systems should immediately be recognized as prime sponsors and charged with the task of implementing the Child and Family Services Act upon passage.

States can provide the overall planning and coordination necessary to avoid duplication of services among State agencies, provide comprehensive services aimed at the total needs of children, plan for the needs of all rather than some children and increase State participation to develop stability and dependability in providing services.

At the same time, the essential features which this bill contains, local options, parental involvement, strengthening the role of the family, and a broad range of services, all these can be preserved and encouraged.

No program option, no private or public group or agency is automatically excluded when States are designated as prime sponsors. If, however, local groups are designated as prime sponsors, the all-important element of statewide planning and coordination is sorely crippled, if not totally destroyed. I do not believe we can afford to lose that highly desirable capacity.

In those States where there is an emerging delivery system, the bill should provide for technical assistance and support to improve or complete the system. Only in those States where a delivery system does not exist and there is no attempt on the part of the State to develop one should a move be made to local prime sponsors.

In closing, I thank you for the efforts you have put into this legislation, and compliment you on its quality.

I would respectfully urge you to take a look at the role of the States as a prime sponsor in its implementation.

Thank you, gentlemen.

[The prepared statements of Mr. Himelrick, and Mr. Moore, Governor of West Virginia follows:]

Statement by
John B. Himelrick, Sr.
Director, West Virginia Interagency Council
for Child Development Services
and
President, National Association of State Directors
of Child Development

Presented to

Joint Hearing of the

Senate Subcommittees on

CHILDREN AND YOUTH

and

EMPLOYMENT, POVERTY AND MIGRATORY LABOR

and the

HOUSE SELECT SUBCOMMITTEE ON EDUCATION

on the

CHILD AND FAMILY SERVICES ACT OF 1975
(S. 626: H.R. 2966)

June 16, 1975

Senator Mondale, Senator Nelson, Congressman Brademas and members of the subcommittees. I am deeply appreciative of the opportunity to appear before you and comment on what I consider to be a piece of legislation of great significance to our nation. I am John Himelrick, and I serve as the Director of the West Virginia Interagency Council for Child Development Services in the Office of the Governor. I am also the President of the National Association of State Directors of Child Development.

The credibility of my remarks today stems largely from my experiences in implementing a comprehensive child development program in West Virginia under the Interagency Council and from my association and work with other state directors of child development in the National State Director's Association.

At the outset I would like to express my thanks to each of you who have been a part of the continuing effort over the past five years or so to develop and pass national legislation in the area of child and family services. Your perseverance in the face of inertia, vested interests and outright opposition has been nothing short of heroic. You have not only my thanks but the appreciation and support of thousands who share your concern for children.

It is my purpose to offer some suggestions for your consideration which generally reflect the view of those who are charged with the responsibility of developing and implementing statewide delivery systems for comprehensive services for children and families.

More specifically, I would like to outline what I believe to be the essential elements of an ideal delivery system, examine the existing conditions which seem to inhibit the attainment of such an ideal delivery system, and then propose for your consideration what we believe offers the best solution to overcoming these inhibiting factors.

I suppose few would disagree with the statement that quality is an essential element in any service which is provided by tax dollars. While we may differ in our individual notions about what is or is not quality -- we all want it.

Because we are face to face with the knowledge that our resources are limited, we must demand a delivery system that is characterized by efficiency, one that eliminates costly overlapping and duplication of services.

An ideal delivery system should also be capable of providing a broad range of services which address themselves to all the needs of children and families. In other words, it should be comprehensive. It is not enough to educate children if they are left hungry and unhealthy or to feed their bodies but neglect their minds.

In the same way, we cannot forever continue to meet the needs of some of our children while others go unattended because of higher incomes, remote geographic locations or other factors unrelated to their needs. An essential element then is universality of services.

Flexibility of services and the systems through which those services are delivered is demanded if we believe what we have been saying about the uniqueness of every child and parent. If indeed they are unique, they cannot all be served in the same way and with the same services.

The final essential element I want to mention is continuity of services. When services are provided for short periods of time only to be withdrawn because no permanent funding basis is established, people are adversely affected. It is grossly unfair to parents and children to heighten their expectations, provide services to them for a period of time and then allow those services to lapse because no continuing plans have been made for their maintenance. Discontent, cynicism and mistrust of government is often the result, to say nothing of the actual disruption to family life styles and the developmental processes of children.

I have suggested that a delivery system for services to children and families should possess the essential elements of quality, efficiency, comprehensiveness, universality, flexibility and continuity. I am sure that you will agree.

But these conditions do not exist in our current delivery systems. To the contrary, our systems are all too often poor in quality and inefficient. We are not meeting all of the needs of all of our children in anything like a consistent and dependable way.

What then are the conditions which seem to inhibit us from meeting the needs of children and families?

The deterrent to better services most frequently mentioned is money, and there is no doubt that a greater share of the vast resources of our nation need to be channeled into services for young children. However, if by some stroke of magic we were suddenly given all the money we think we need, our problems would not disappear. Most of the deterrents we now have would still be with us, and many of the needs of children and their families would remain unmet.

I need not lecture you on the fragmentation of services among the countless federal, state and local agencies and other service organizations, both public and private. The task of penetrating this maze and obtaining a single desired service is difficult for an informed and experienced professional. It is next to impossible for the average family with a child with multiple needs; and, in far too many cases, the poor and uninformed simply never obtain the services available.

Suffice it to say that services are almost hopelessly fragmented among a multitude of bodies, and ways must be found to gather such services from where they exist and focus them upon the needs of the individual child or family.

Another characteristic of many of the delivery systems currently being operated or proposed is that they are designed to deliver singular rather than multiple services. Delivery systems set up within single state or local agencies or by narrow-purpose public and private groups, by and large deliver only those services in which the personnel in that particular agency or group have specialized training or services which fit the comparatively narrow purpose of the group. Ways must be found to develop delivery systems which are designed to provide a broad or comprehensive set of services to meet the multiple needs of young children and their families.

A third glaring weakness of our present efforts can be seen in the fact that services are spotty rather than universal. This is occasioned in part, but only in part, by a lack of funds. Other factors contribute to this problem.

Geographic areas or localities with the greatest concentration of resources tend to provide more services for their children while other remote or impoverished localities are neglected. Catagorical programs limit services to certain economic, ethnic or special catagory groups to the exclusion of others with equally pressing needs. Many needs of children and families are not related to economics, geography or ethnic background.

Finally, our delivery systems often fail because they lack stability and continuity.

The best delivery system one can conceive is of no value tomorrow if the basis on which it is built disappears today. Delivery systems which depend for their existance on funding which is temporary, short term or unstable cannot assure continuing services.

The same can be said for delivery systems which are set up without benefit of supporting legislation or other appropriate sanction to undergird them and provide stability and continuity.

This brings me to what we believe offers the best solution for overcoming what I have called "inhibiting factors to an ideal delivery system."

I believe there is undisputable evidence to suggest that during the past few years, and in particular during the past five, significant strides have been made by states in improving their ability to effectively deliver services to young children and their families.

During this period eighteen states have established some form of state office for children with statewide planning, development and coordination responsibilities. Some twenty other states are moving, with varying degrees of success, in this direction. Legislation has been passed in a number of states creating offices of child development as statutory bodies, and legislation is pending in a number of other states.

A number of forces have been at work in this movement, and I will mention a few to support my thesis. The Education Commission of the States Early Childhood Task Force has made an outstanding contribution in its emphasis on assisting the states in their efforts to plan, develop and coordinate children and family services. The Task Force has provided valuable leadership, support and technical assistance to states in their efforts to establish offices for children. The Appalachian Regional Commission has, through leadership and funding efforts, enabled the thirteen member states which comprise it to establish comprehensive child development programs under the umbrella of state interagency coordinating bodies. The increase in quality comprehensive services is well documented elsewhere.

I would like nothing more than to tell you about what the ARC has meant to early education and child development in West Virginia, but time will not allow. Suffice it to say that each of the thirteen Appalachian states has significantly improved its capacity to deliver services to children and families in the past five years.

In addition to national or regional groups providing stimulus, a number of states have been moving on their own in this direction as well. The Office of Child Development has recently awarded grants to twelve or fifteen states for the express purpose of encouraging state efforts to increase their capacity to plan, develop and coordinate state programs for children and families. I would also point out that OCD, sensing this movement in states, has underway at the present time a study to determine more precisely just how far states have advanced in their capacity to operate programs for children and families from the state level. This study by Kirschner Associates should provide OCD with some very useful data on exactly where each state stands in terms of its service delivery capacity.

Put very simply, I am suggesting to you that since the original child development bill was vetoed in 1971, a large number of states have developed rather sophisticated delivery systems for children's services.

If, indeed, my thesis is true, it would be a mistake to pass legislation which fails to recognize this increased capacity at the state level. Bypassing the states and ignoring the systems they now have for planning, developing and operating programs for children and families in a coordinated, efficient and effective way is, in my opinion, a mistake.

Other federal programs, Title XX of the Social Security Act and the National Health Planning and Resources Development Act, to name just two, recognize the need for statewide structures to maximize planning and coordination functions. It would appear to be a step backward if the Child and Family Services Act were to be enacted in a form which would bypass the states.

I would conclude this statement with three suggestions.

First, the inhibitors to ideal delivery systems -- fragmented, narrow, spotty and undependable services -- can best be overcome by a statewide delivery system, undergirded by legislation which can provide coordinated, comprehensive, continuing services to all children and their families who need them.

Secondly, I believe it is possible for the Secretary to identify those states which now have such a capacity. It would certainly be easier to do this than to make a judgment between two competing local prime sponsors.

And finally, I feel that the appropriate sections of the Child and Family Services Act should be rewritten to assure that the increasing capacity of the states to design effective delivery systems be recognized and utilized.

Those states that now have fully developed delivery systems should be immediately recognized as prime sponsors and charged with the task of implementing the Child and Family Services Act upon passage.

Such states can provide the overall planning and coordination necessary to [illegible] duplication of services among state agencies, provide comprehensive services aimed at the total needs of children, plan for the needs of all rather than some children, and through increased state participation develop stability and dependability in providing services.

At the same time, the essential features which this bill contains -- local options, parental involvement, strengthening the role of the family, and a broad range of services -- all these can be preserved and encouraged.

No program option, no private or public group or agency is automatically excluded when states are designated as prime sponsors. If, however, local groups are designated as prime sponsors, the all-important element of statewide planning and coordination is sorely crippled, if not totally destroyed. I do not believe we can afford to lose that highly desirable capacity.

In those states where there is an emerging delivery system, the bill should provide for technical assistance and support to improve or complete the system.

Only in those states where a delivery system does not exist and there is no attempt on the part of the state to develop one, should the move be to local prime sponsors.

In closing, I would again thank you for the efforts you have put into this legislation and complement you on its quality. And, again, I would respectfully urge you to take a new look at the role of the state as prime sponsor in its implementation.

REMARKS PREPARED

FOR

SUBMISSION TO JOINT HOUSE AND SENATE HEARINGS

ON

CHILD AND FAMILY SERVICES ACT (S. 626; H.R. 2966)

by
The Honorable Arch A. Moore, Jr.
Governor
West Virginia

June 16, 1975

For the past six and one-half years, I have served as Governor of West Virginia. During that period a significant part of my time has been spent in developing early childhood programs. The results have been most gratifying. We now have a statewide kindergarten program which provides a preschool experience for every five-year-old child in the state whose parents choose to avail themselves of it. In addition to the kindergarten program, I have established, by executive order, The Governor's Interagency Council for Child Development Services.

The purpose of the Interagency Council, simply stated, is to bring order out of the chaos which existed in the area of children's services. This chaos was the result of the fragmentation of children's services among several state agencies. Quite frankly, it is my impression that this condition is widespread across the 50 states. We have made progress in bringing about a degree of coordination of children's services in West Virginia. A number of states have patterned their efforts after our Interagency model.

The experiences which children have during their earliest years have a profound effect upon their development in later life. The questions of what specific kinds of treatment, in what degrees, at exactly what ages, will produce precisely what results in young children are best left to the professionals.

The track record of the experts is, however, less than commendable in terms of agreeing among themselves on these finer points. That is not all bad, I suppose. It has certainly provided us with a host of alternative programs.

The needs of children during these early years are not being adequately met. We need to allocate more of our resources and efforts to these years.

One simply cannot ignore the fact that the friendly smiles of far too many of our children are marred by unsightly and unhealthy cavities. Neither can we deny the fact that we have far too many abused children, slow learners and socially maladjusted teenagers, all the products of neglected early years.

It is my firm belief that there exists within the individual state agencies which make up state governments, a pool of highly trained and dedicated people. Those people can provide the leadership and expertise necessary to design delivery systems capable of providing the essential services our young chilren need. The personnel who make up the local units of these state governments, coupled with the thousands of nongovernmental agencies, organizations, practitioners and concerned citizens, are both willing and able to provide the services which children need.

We have the financial resources to meet the needs of young children. No one is more aware of the problem of finding dollars to provide services than a chief executive. I am convinced that by wise and prudent management and with careful planning, the task is not beyond us.

If I am correct that what happens to children during the earliest years of their lives is important, that we have the ability and financial resources to provide essential services to young children, yet their needs are not being adequately met, the logical question arises -- why is this true?

The urge to provide a simplistic answer to this question seems to have overpowered a vast number of the advocates of children's needs. A virtual flood of solutions is being offered on every hand. Some would have us believe that all we have to do is educate parents properly and our child care problems will be solved. Others suggest that assigning the exclusive responsibility for all children's services to a single agency, such as education, is the simple solution to the problem. Still others would have us believe that the answer lies in the kind of program we provide for children. Thus, we have the tug of war between the advocates of "structured" vs. "non-structured" programs, "traditional" vs. "innovative" approaches and "cognitive" vs. "developmental" methods of working with children.

Others appear to have tunnel vision when it comes to viewing the broad range of children's needs. Thus, we have a powerful lobby in this country that appears to see day care as the solution to all the problems of children. Others see earlier academic training as the solution.

We find ourselves in West Virginia waging a constant battle with educators to keep them from turning kindergarten experiences into "watered down" first grades, and I know that other states are having similar problems. Still others appear to concern themselves almost exclusively with the social development of the child and seem content to ignore his physical and intellectual needs.

I am suggesting to you that the children's services scene is confused. It is confused for a number of reasons.

It is confused in part because the needs are great, the resources scattered and the cries for help are urgent.

It is confused because practitioners tend to oversell their products as panaceas rather than good practices for certain children.

It is confused because of the vastness of its goal -- the goal of meeting the needs of all young children and their families. No enterprise of this magnitude can be engineered and executed from the national level through hundreds of categorical programs and thousands of direct and totally uncoordinated grants.

It is confused because a battle is brewing for the control of children's services. In my view it is unrealistic to believe that those who are seeking control will not throw some dust into the air to further confuse the picture.

Finally, it is confused because the practitioners have failed to define their terms and clearly delineate the issues. The opening volleys have already been fired in the coming struggle for exclusive control of "children's services." But what does "children's services" mean? All too often those who are making the loudest noises about the control of children's services are neither prepared nor equipped to deliver the broad range of services that children need.

No single state agency or private concern is capable of meeting the medical, social, educational and developmental needs of all children and their families. No single state agency has the equipment, facilities or properly trained personnel to provide for the multiple needs of expectant mothers, new-born infants, toddlers, nursery school and kindergarten age children. Yet all of these are young children, and all need children's services.

The social service agencies in the 50 states of this union are equipped, by virtue of highly trained personnel and decades of experience, to provide the social services that children and families need. But they employ few highly qualified teachers! The education agencies in those same 50 states have a corner on good teachers. But they employ few social workers! The same is true in every agency. Each is equipped to provide certain kinds of services to children. They need to be about that task.

Traditionally in children's services each agency or organization has been "doing its own thing." The ingredient which has been missing is the role of the state.

The capability for providing the broad range of services needed by young children is scattered throughout several agencies and private groups. However, I find no logical reason why those agencies and groups should operate in isolation from one another. They have done so in the past, and the results have been a nightmare of fragmented services, overlapping programs and wide gaps in the provision of essential services.

In the past few years there has been a significant movement among the states to remedy this deplorable situation. No less than 18 states have established some kind of state-wide coordinating mechanism for children's services, and a number of other states are moving in that direction.

No single organizational pattern for these offices has emerged as predominant. However, there is considerable similarity in the function they are set up to perform. By and large their primary purpose is to coordinate the planning and delivery of services to children.

The necessity for state level action is best seen when one reflects back over the history of voluntary efforts among state agencies in joint planning and coordinated delivery of services. State agencies are staffed by professionals who are trained in specific disciplines and experienced in the art of agency survival. Coordination is often a threatening term. Apart from legislative or executive action, significant coordination is not likely to occur.

I have taken such executive action in West Virginia in the establishment, by executive order, of the Interagency Council for Child Development Services. The chief officers of the four major state agencies that provide services to young children and their families, as well as the heads of three additional support agencies, sit on the Interagency Council which I chair. A statewide plan for providing comprehensive services to children from 0 to 6 years of age and their families has been developed. The responsibility for statewide planning and coordination of all children's services rests with the Interagency Council. We have made significant progress in capturing federal dollars for children's services that would not otherwise have been available to us.

Through the Interagency Council approach, we have maintained the autonomy of each agency. At the same time we have brought about coordinated planning for new programs and joint participation of agencies in programs for children with multiple needs. Such needs, of course, are best met through the joint application of skills and services existing in several different agencies.

Regional boards that duplicate the State Interagency Council in membership administer programs at the local level, thus assuring coordinated service delivery at the client level.

I submit that every state must give attention to the problem of fragmented children's services. They will not be brought together into a comprehensive, coordinated whole by federal action. The task is too enormous, the needs too diverse and the historical independence of the states in determining their own policies and programs too strong.

Significant coordination will not occur on a voluntary basis. The "turf battles" have been going on too long and are too bitter to be overcome without strong urging from the state.

The obvious choice to bring order out of chaos is strong state leadership in the role of coordinating children's services.

Mr. BRADEMAS. Thank you very much, Mr. Himelrick.

Mr. Flaherty, as you can see, we are running out of time.

I wonder if you can summarize for us your major recommendations.

Will you do that for us?

STATEMENT OF DAVID T. FLAHERTY, SECRETARY, NORTH CAROLINA DEPARTMENT OF HUMAN RESOURCES; ALSO CHAIRMAN, SOUTHEASTERN INSTITUTE FOR HUMAN RESOURCES DEVELOPMENT, INC.

Mr. FLAHERTY. I will be happy to.

I am sorry for being late. I had not allowed enough time to get from one side of the Capitol to the other.

I feel very strongly, Mr. Chairman, that one of the things that we have been looking at in the Department of Human Resources is how we can get a better utilization of the dollars, better utilization of the manpower we have available.

In summary, I think what we have tried to say in this position, representing the eight Southeastern States, is that one problem we have had too many times in the past is that we have set up a complete new delivery system to meet some of the needs that are out there.

I know, and I am sure that you have been very much influenced by seeing some of these department of human resources established that they can develop better coordination and they can provide more services to people at less cost.

One thing that really worries me about this piece of legislation: You already have right now title IV-B, and you have the title XX program. Either one of those could expand and provide the same needs that you are trying to meet with this bill and you would not set up another administrative structure and you would not set up another competitive organization.

That, primarily, is what our concerns are.

We already have the capacity. What we are lacking is more money. If you have that money we think we ought to use it under the existing system that has already been established.

Mr. BRADEMAS. Thank you very much, Mr. Flaherty.

Senator Mondale.

Senator MONDALE. I have no questions at this time.

Mr. BRADEMAS. Mr. Flaherty, with respect to your own statement, I note that it represents, I think, an almost classic statement of the attitude that we on this subcommittee, if I do not misrepresent their views, have been hearing from the Nixon administration over a period of some years—the joys and glories of revenue sharing, of the allied services bill.

I would have to say, to put a rhetorical question to you, and perhaps you can comment on it, that at least as one who has sat on this subcommittee for a number of years and has worked on legislation to help handicapped children, vocational rehabilitation of handicapped adults, child day-care programs and other programs that are aimed at what have been called vulnerable groups, I have in all candor not been impressed by the effectiveness of programs at the State or local level—the so-called allied services approach or general revenue sharing approach. The reason for my view, among other reasons, is the fact that the vulnerable groups and those who are concerned about them, seem to get lost or buried beneath these umbrella organizations. They don't seem to have the political clout at the local and State level to get their needs attended to.

What do you say to that charge?

I have not given you evidence. I can make quite a speech on the evidence of that charge.

What do you say to that?

Mr. **Flaherty.** First of all, you are a strong supporter of rehabilitation in that context.

I think all we are trying to do in the Department of Human Resources is to have the same capacity as VR has. I think it would be great if a case worker, for example, had the capacity to buy the service wherever they were and get someone into the system wherever they are. That is all we are asking for on the State level, with the money through the DHR. The DHR could then effectively coordinate needs with resources of all agencies and let the professional State agencies provide or arrange for the services where they are needed.

I strongly support a different system. I think we need to be coordinated.

You have not seen the effectiveness of human resources departments because they have just now started to get their muscle and get the capacity and understanding of what the problem is and to speak to it.

In the Southeast, all these departments have just come about in 1972, some of them just in 1973.

I think if you could see the States and see what we have done in budgets in those departments and in utilization of manpower, there is no question that this is the direction in which to move.

You just cannot have all these different groups speaking at the same time.

In North Carolina, we have the council on developmental disabilities, office of child development, and we have child advocacy efforts. All three groups establish priorities.

I used to be in the general assembly. As member of the legislature, you are interested in knowing what people think as priorities. When you get three groups speaking for handicapped children coming in before a committee and they all give priorities and they are all different, what does a legislator do? It is impossible for him to decide. He does not have enough information to make the proper evaluation.

I think in the Department of Human Resources we will have the capacity to monitor and evaluate, the capacity to establish priorities, and we will be establishing it for all these groups.

Mr. **Brademas.** You have given a classic answer from my point of view as to why this is a very unwise approach because in response you have just made clear you have the handicapped groups fighting among themselves which is precisely what the Nixon administration people so vigorously sought to bring about.

If we are fighting over a small pie, then they are not seeking to eat into other public funds with which to increase that pie. So you have the little kids and the old people and the handicapped people all fighting for a given share of resources, squabbling among themselves, while the bureaucrats at the State level or under the Nixon administration proposal and connivance of Federal bureaucrats are not getting any larger slice of the pie. They have left sacrosanct all the rest of the Federal budget or the State budget for that matter.

It is obvious we disagree on this point. I don't want to harangue you, but I invite you to take a look at the hearings we conducted on the allied services legislation wherein opposition came not from the State Departments of human resources who quite obviously enjoy very much the prospect of getting the money and deciding how it will be divided. If you look at the testimony of the representatives of the elderly, of the children, of the handicapped, you find overwhelming opposition to this kind of approach because they know that what happens in the end is that the budget drops over-all and they all get in the act.

Mr. **Flaherty**. Mr. Chairman, I might speak to that.

I think, to the contrary, you now get a better piece of the pie for these programs because we go in with a coordinated request and the priorities are put there with agreement by the different groups.

I disagree, Congressman. We have more money today going to these group programs out of State moneys than we have had in the past. I think we have more support. I agree with you, if it was just a bureaucrat establishing what the needs were and the bureaucrats establishing priority, but we had hearings in each area of our State and we had people coming in to express their needs.

Then we established a program to speak to those needs and expanded priorities. We are getting a bigger piece of the action than in the past and so are the groups getting a bigger share of the dollars than in the past. We used to get beaten by education and other groups.

Mr. **Brademas**. It would be constructive, I think, if we were to get a reading of exactly what the States are doing in respect to the kind of programs represented by this legislation supported by State funds.

Now, I must tell you that I have been encouraged to see a greater sensitivity on the part of State governments to the need to provide such programs but that there are, I think, Mr. Himelrick, 18 States supporting this program.

When we held hearings in the other body, Governor Al Dockett said 13 States.

I wouldn't hold either one of you to an exact figure but that gives you a rough idea of the order of magnitude.

It has been a source of some stimulation to me to see how when we Federal legislators with all of our wickedness and shortcomings perceive some national needs, we introduce a bill to meet some need which the States have overwhelmingly been ignoring. And the first thing we have in here is a State spokesman coming in to say they, of course, are so much more sensitive to these problems that all the money should come through them.

I confess I have not been overwhelmed or deeply touched by that attitude. On the other hand, I am encouraged to see the progress that is being made. Maybe we are all trying to walk a middle of the road. You might want to comment on that Mr. Himelrick or Mr. Kagen.

Mr. **Himelrick**. If I might.

I will say I, too, have not been overwhelmed in the past with the progress of the States. It has not been exemplary in any sense of the word.

I intended to hedge the comment about the 19 States by saying they had some form of State office for children and it has occurred within at least the past 5 years. The majority of those States have made that movement in the past 5 years. Only three States, I think, have legislation which supports the State office of child development.

Mr. **Brademas.** Do you have a State office of child development in West Virginia?

Mr. **Himelrick.** Yes; we do.

Mr. **Brademas.** Do you find that is a problem with respect to the kind of point Mr. Flaherty was making?

Mr. **Himelrick.** Our Human Resources Agency?

Mr. **Brademas.** Yes.

Mr. **Himelrick.** The office of child development concerns itself primarily with children, prenatal through 4 years of age. We do not branch much out into the other.

Mr. **Brademas.** Would you prefer a department of human resources to meet the needs of your State for preschool children to an office of child development?

Mr. **Himelrick.** Only if I could be assured that the human resources agency did not end at the State level.

It is my impression that some human resources agencies have limited themselves organizationally to the State level. In many instances, what happens is that there is a reallocation of moneys and the fighting and so forth can occur, but there is no change in the way services are delivered in the field.

In the interagency council approach we have taken, we have regional interagency councils which are representative of all agencies of Government that actually operate programs with community and parental and consumer input at the regional and local levels. Otherwise, it is possible, it seems to me, to end up with some bureaucratic paper shuffling at the top which is just budgets but any one child still has to go through several different agencies down at the local level to get the services he needs.

Only if I could be assured that the human resources agency had a substructure that reached down and changed the way services are delivered to the children and families in the field, to me this is the essential element.

Mr. **Kagen.** I would, of course, like to comment.

I say, look at the record. I can only say to you that we have put $37 million into day care in the past 4 years. Of course, a prior administration in New Jersey is where I think the blame belongs for not doing it sooner. That is easy for me to say.

The point is, let us look at the facts and, where it is not happening, then make it happen. If we do not get it in New Jersey at the State level, and with all the safeguards and important kinds of assurances that there will be a community input, we will have a $26-million program in IV–A that I run, a $10-million WIN program that I run, and a $14-million program that a whole bunch of other folks run. That does not achieve what you are after, either.

You have to look at the individual States and hold them accountable.

Mr. **Brademas.** Before yielding to my colleague, I want to compliment you in New Jersey on what you are doing.

I am one who is much more sympathetic to voting funds that will be administered by States where there is some evidence that the States are themselves making a good-faith effort to meet the need.

Mr. Cornell.

Mr. **Cornell.** I would like to ask the gentlemen how they would feel having the school system responsible for delivery of day-care center services.

Mr. **Kagen.** I think the schools have a lot of things to do to occupy their time.

I also think the schools could have done this a long time ago, particularly in New Jersey where there were funds available through title IV for a long time.

I wonder what would happen to the 5,500 nonlicensed paraprofessional staff that would presumably be absorbed into teacher certifications and so on and so forth.

I wonder what would happen to the full range of services that we try to provide kids, to help in our work with individual families, the social workers who work for my division who place these kids for the most part in day care. What would happen to those funds if we send the social workers over to the schools, also.

I also wonder, how would the schools run noncenter care?

A lot of care, and good care, is provided in homes in family day-care settings. We have been trying to strengthen those settings. Schools would probably run centers in their existing facilities.

What would happen in New Jersey to the 12,000 or 13,000 kids who are in family day care?

I can say to you every State has moved; we were the last to move our licensing functions over to the social service agency. We have a much more vigorous program than we had before.

I believe Commissioner Burke, who is our commissioner of education, agreed that we keep doing it this way, or at least try.

I think it is a very difficult thing to ask the schools to take it on when we have this existing functioning program allied with the social services right now.

Mr. **Himelrick.** My feeling is a strong one that no single state agency of government as it is now constituted has either the trained personnel, the expertise, and probably not the set of minds to really want to become the sole sponsor or the sole authority for providing programs to very young children, say from birth through school age, simply because they are not equipped to do that.

Neither the education or social service nor any other single agency of government, in my estimation, is now so constituted.

I have no objection to a public school system providing any service. I think we still need to deliver the services through the agencies that can best do them, but it must be done under an umbrella.

In West Virginia, we see the interagency approach. The interagency council is composed of heads of State agencies and government, superintendent of schools and welfare, and it is chaired by the Governor. I serve on the staff to that group, and I have a small staff that works with me. I do not object to schools delivering the services that they are equipped to deliver.

I think the comment that was just made and those made by Hannah Atkins and Frieda Mitchell earlier, that no single agency is equipped to properly deliver all kinds of services. Educators, if I may be pedestrian, do not know a great deal about burping babies nor do health people know a great deal about educating children.

Existing agencies that have the personnel and the capacity to deliver service should be utilized; they should be under an umbrella of State sponsorship where the coordination and planning can be provided and where single entry systems in a delivery system can be afforded through any agency.

Mr. **Flaherty.** I feel pretty much the same as the two previous speakers.

I am very much concerned, though, that someone does not have the responsibility of making sure that these children get into the system and monitoring them to be sure they get the service. That is why I think the department of human resources in our State, in our department, the office of children, is responsible for overviewing that from age 0 to 18.

Now, just to share with you what can happen with this kind of umbrella agency, we now have the office of children doing the monitoring and evaluating of programs across agency lines on the same evaluation technique. Also, we have the capacity now to have overview throughout the State with this one agency without additional people.

We now have a single portal of entry in the office of children where anyone who doesn't know how to get into the system can go to the office of children. We are drawing up an agreement with public instruction because so many kids have been denied an education because there is something a little bit different about them that does not fit in the system and right now they fall through the cracks. If we don't pick them up, no one else does.

Through the office of children, we are picking them up and working out an agreement with the public instruction to make sure they get the training. We are not duplicating that which education does. Yet, we offer the education, the capacity for phychological services and other services they need without their having to duplicate it in their structure.

Mr. **Cornell.** I notice in your statement you approve the profit-making agencies.

Mr. **Flaherty.** Yes, sir; very much so.

Mr. **Cornell.** Is that common practice?

Mr. **Flaherty.** I don't know about the other States, but I would think so.

Mr. **Cornell.** I want to make an observation about one statement made which I thought was very good: Educators don't know very much about burping babies. This is one educator who is entirely without knowledge in that area.

Mr. Kagen, there is one last thing I want to ask you about. You mentioned the licensing standards in your State. I would be interested in knowing something about the enforcement of the standards. Do you have regular checks made?

Mr. **Kagen.** Yes; we do. We have a greatly beefed up program. We took it over from the education department 3 years ago. We have added three physical facility inspectors. We have arrangements with the health department which gives us reports. We have early childhood educators.

So, a team of basically three people visit the centers; we will visit to 1,500. It will be many more visits. We will produce 1,500 evaluations in 1 year, next year. We have been very tough.

We, fortunately, have not had to close many places. We have closed places.

We are just about to change the law and we hope to liberalize the standards in many respects so that it will encourage people to come in. We have been extremely vigorous.

I just want to point out to you that we intend to extend it from 1,000 licensed centers right now to virtually every center in the State, which will be another 1,200 to 1,300 centers. We are visiting them close to semiannually. We hope to make it semiannually.

Mr. CORNELL. In your experience, do you believe there is uniform enforcement [inaudible]?

Mr. KAGEN. Yes; we were doing that.

The difference, of course, is the philosophical difference.

The problem we are having—we spent 2 years rewriting regulations—the problem is the difference between people who believe that licensed centers should only be developmental centers, that there can be no center without a certified or early childhood specialist, at least partly. Once that is resolved, and however it is resolved, we will be enforcing quality as well as child safety as we are now. But we will have a standard that tells the public; yes, we will permit custodial care but at least we will tell the public that is what you will get, so they can buy it or not.

Right now, we are enforcing a standard that essentially makes custodial care not possible. Everybody has to be certified. I don't know how that is going to come out.

As I say, the public will know what kind of center it is and what kind of care they can expect to get.

Mr. CORNELL. Thank you, Mr. Chairman.

Mr. BRADEMAS. Mr. Hall.

Mr. HALL. Thank you, Mr. Chairman.

Mr. Himelrick, you mentioned the duplication of services by the States.

Mr. Kagen spoke of duplication and overlapping of services.

I wonder, after money and after services, what we can do at the Federal level that would be the best approach to this problem.

Are we not arriving rapidly at the point where perhaps we should think in terms of a Cabinet-level Department of Education to better coordinate the Federal funding programs and have somebody at the elbow of the President to keep listening to all this?

I question whether we can adequately serve education on a national basis with the Office of Education.

Would you speak to that?

Mr. HIMELRICK. I will, with the disclaimer that I am not very well informed about the Federal Government, not very experienced in it, let me put it that way, never having been at the Federal level.

This certainly is a tremendous challenge and you are quite right in suggesting there has been a great deal of duplication and overlap in Federal programs relating to education and care of children. I don't propose to know the answer to it.

I would agree with you certainly that the duplication is there.

I really hesitate to say that a Cabinet level office for education would answer the question. It might result in an increase in the output of paper and maybe not do anything else. There is a great deal of duplication and overlap. Hopefully, a solution will be found to that.

If I can move on to the fragmentation of services within the State, and I think that is really just a counterpart of the duplication at the Federal level, I feel a little bit more comfortable speaking there. The problem, as I suggested earlier, is the problem of getting a handle on coordinating services that are delivered through single-purpose agencies, relatively speaking, single-purpose agencies such as social services or education or whatever, without at the same time simply creating another level of bureaucracy.

We have tried to address the problem in West Virginia not by creating a separate agency in one sense of the word but, rather, by bringing the agency heads together to do the coordination under the direction of the chairman who is the Governor of the State. This seems to me the best of two possible worlds.

It does not create a totally separate agency which creates a great deal of apprehension and fear in the existing agencies that there is going to be ripped off some of their programs, but it forces agency heads to do coordinated planning for assessment, for delivery of service, for monitoring, for whatever. This, to me, is the answer.

Now, whether that same thing is possible at the Federal level, it is a much bigger problem obviously just by the sheer size of it.

That is not a very direct answer but it is the best one I can provide.

Mr. **Flaherty.** One of the administrators in the School of Public Health at the University of North Carolina stated to me if we took all the Federal, State, county, municipal government taxes and looked at what percentage was being spent on human needs they would say 56 cents out of every dollar.

When you ask people what percentage of the human needs are being met, you hear 10 to a very liberal 25 percent, which tells me if you spent the whole tax dollar you could not meet all the needs that are out there.

The thing that bothers me is that Congress tries to speak to all the special interest groups who are after a category of need being met. They put out Federal dollars and they hang them out there for a State to go after. I think over the years this has happened so many times and the States have gone after it so many times that we have one heck of a mess with a lot of agencies that just go their own way and now are trying to protect "their territory."

The States have recognized that this is an impractical approach. We have had 350 agencies in the State government going to the legislature to ask for money, always advocating for a specific category of people.

It is impossible for a governor to sit down with 350 to see what is going on. So, he could not be responsive or get the best utilization of the dollar or people.

I am satisfied that putting these together and putting a manager over them to make sure they establish priorities and that they coordinate and plan together, they are just going to get a better return for the investment and you are going to be able to recognize where you get the most return when you spend the dollar.

I very strongly disagree with the position, as I understand the chairman, to maintain these categorical programs. Sure, you can pat everybody on the head and give them a little contribution but they are not going to use the dollar that is available wisely.

Mr. **Hall**. Thank you.

I have no other questions.

Mr. **Brademas**. I will say before calling on our next witness, Mr. Flaherty, that it is revealing to me that you use the phrase "special interest groups." That is a very revealing phrase because the groups whom I have in mind are very young children, handicapped children, handicapped adults and the elderly.

In my judgment, the record is very clear that neither State government nor local municipal government has been meeting in any significant degree the needs of those "special interest groups."

I know of few States, for example, who have put together a nutrition program for the elderly from State money. I know of few States who have put together the kind of comprehensive child-care programs representative of the legislation that we are discussing here. I know of few States that have put together the kind of community service programs that you find in the Older Americans Act. I know of few States who have met their responsibilities to provide adequately for the education of handicapped children—which is the cause of a pattern of court decisions all over this country. This is why I am hopeful that tomorrow this full committee will report out a bill to provide more Federal funds to help the States and local communities educate their handicapped children. If these are "special interest groups", so be it.

My own opinion is that it is because of the lack of capacity in the States even where there may be good will and in some cases the lack of the will and the lack of sensitivity in the States to meet the needs of these "special interest groups", again to quote you that we in Congress have tried to be responsive to in some of these programs.

Mr. **Flaherty**. Mr. Chairman, I very much agree with you but I think it is more the delivery or the mechanism we have to deliver the services.

Mr. **Brademas**. Have you had a lot of complaints about the delivery system on the vocational and rehabilitation programs of the Older Americans Act?

Mr. **Flaherty**. Yes; we have.

Mr. **Brademas**. If so, I have not seen those studies. I would be grateful if you would let me have them.

We have had hearings in this subcommittee over a period of some time, so I happen to know whereof I speak on both of those programs in respect to extending authorization.

I must say there has been a shocking pattern, particularly in respect to the voc-rehab program where there has been an effort made to do something through a department of human resources, an umbrella type of organization. It has been shocking to see the efforts on the part of at least one State I know simply to ignore totally the clear mandate of the law.

I guess I had better not continue this colloquy longer because I know Ms. Abzug is waiting to be heard.

Let me just say that I don't get as romatic as you do about the glories and sensitivities of State government.

Mr. **Himelrick**. Could I make one final comment, please, sir?

Mr. Brademas. Please.

Mr. Himelrick. I would like to make it clear, if I did not, that, while I did suggest to you and to the committee, that there is movement in the States, I certainly recognize the inadequacy of that.

If I were to summarize what I have tried to say, it is that the bill be so constructed that the States which have identified themselves as being capable and willing to move and provide an efficient delivery system, and I believe there are indicators which can tell the Congress that, that they be provided an opportunity to do so, that those States that are moving in that direction be encouraged to do so by grant and those who are neither willing and/or unable not be allowed to waste the taxpayers' money.

Mr. Brademas. That is a good point for me to emphasize that I am strongly in favor of encouraging increased State action in this and other fields. Sometimes, however, it is essential to put a needle in one end in order to see progress on the other.

Gentlemen, your statements have been most helpful, as you can see from our questions. We are very grateful to you.

Thank you.

[The prepared statement of Mr. Flaherty follows:]

Testimony of

Mr. David T. Flaherty
Secretary, North Carolina Department of Human Resources

representing

Southeastern Institute for Human Resources Development, Inc.
(Georgia, Florida, North Carolina, South Carolina,
Mississippi, Tennessee, Kentucky and Alabama)

before a joint hearing of the

Senate Subcommittees on Children and
Youth, and on Employment, Poverty, and
Migratory Labor and the House Select
Subcommittee on Education

regarding

The Child and Family Services Act of 1975
(S. 626 and H.R. 2966)

Monday, June 16, 1975

Mr. Chairman and distinguished members of the Committees, I am David T. Flaherty, Secretary of the Department of Human Resources for the state of North Carolina. At your kind invitation, I am here today representing the Southeast Institute for Human Resource Development, Inc., in my role as President of that organization,to testify on the Child and Family Services Act of 1975.

The Southeast Institute for Human Resource Development is a non-profit corporation with representation from the states of Georgia, Florida, North Carolina, South Carolina, Mississippi, Tennessee, Kentucky, and Alabama. The purpose of the Institute is to improve the overall planning and management of Human Resources through the provision of a forum for the mutual exchange of information, joint resolution of common problems, and the identification and resolution of other issues and/or problems impacting upon human resource management and delivery. The Board of Directors for the Institute is composed of the heads of the Departments of Human Resources and comparable human resource agencies of the states in this region. Before delving into the issues involved in the bill, I would like to provide some background information on the development of these recently organized state human resource agencies.

The proliferation of federal grant-in-aid programs during the decade of the 60's was an unplanned, unorganized effort resulting in a fragmented, often competitive approach between Federal Agencies, state and local governments and the private sector in meeting the human services needs of our citizens. This situation presented tremendous administrative and programmatic problems to state and local levels and led eventually to new federal initiatives in the late 1960's aimed at bringing some coherence, coordination and control into being. The new federalism is the latest effort, within an intergovernmental relations context, to foster some order among the myriad of Federally assisted programs. The General Revenue Sharing concept recognizes that state and local governments need flexibility in the allocation and utilization of funds to meet local needs rather than new programs embodied in an expanded grant-in aid system. More importantly, the trend towards transfer of more of the policy and management responsibility to state and local governments is a key element in this new approach.

With the increase in governmental spending (Federal, State and Local) in human resource efforts and with the accompanying delegation of greater responsibility for program delivery to state and local levels has come the need for more comprehensive management of resources and administrative machinery. Some progress has been made at the federal level with programs such as General Revenue Sharing and Title XX of the Social Security Act. The proposed Allied Services Act is another desirable initiative aimed at removing federal constraints from program administration to assist state and local governments in developing the requisite capacities for managing increased human service responsibility. At the state level the response to this need for better management has appeared in the form of state agencies such as Departments of Human Resources, state-wide policy and planning councils and others. Regardless of the structure, however, the goals of these state agencies and activities are the same: improved management, more effective services and increased self-sufficiency for program recipients.

Four states within the Southeast, Georgia, Kentucky, Florida and North Carolina, have legislatively established Departments of Human Resources. One, South Carolina, has state-wide policy and planning councils for health and social services. The remaining states, Mississippi, Tennessee and Alabama, are investigating possibilities of new approaches to better Human Resource Management.

The facts show that a Human Resource system concept has been employed and is working. Obviously there are weaknesses, particularly within the complex environment in which we are working. However, statistics are beginning to show that problems of duplication, overlap and delay (to name a few) are declining, and that improvements in service delivery are evident as a result of states' efforts to consolidate, integrate, and coordinate a variety of human services. In light of the foregoing, we believe that any new federal legislation should recognize the increased capacities of state governments to provide state-wide planning and management of human resources programs.

The Southeastern Institute recognizes and strongly supports the need for and encourages the development of a comprehensive child and family services program such as that proposed in S. 626 and H.R. 2966. Our main reservation with the bills, however, is that the concept of implementation bypasses the existing service delivery mechanism within each state. A comprehensive child and family services program should fully utilize and strengthen the existing delivery mechanism of Title IV-B and the new Title XX of the Social Security Act. The Governor of each state should have the option of designating the same agency for administration of a child and family services program that administers Titles IV-B and XX. The Title IV-B and XX agencies are already delivering, directly or through contractual agreements, services authorized by H.R. 2966 and S. 626. Utilization of a prime sponsor mechanism would be more costly, less equitable and would hinder recent attempts by states in our region to provide comprehensive and effective human service delivery. Governors should be given the authority to designate the administration of funds and programs under this Act to that State Department or Agency already administering the state's other children's services programs. The actual delivery of services at the local level should be possible through a vast array of agencies, whether public, private non-profit, or for profit.

We believe that a prime sponsor delivery system at this stage in the development of a comprehensive human service delivery system could produce more problems than it is designed to alleviate.

Effective allocation of resources at the state and district/local level to meet individual community needs would be more complex, the chance of duplication of effort or inequitable availability of services would increase. The need, however, to be more perceptive of and responsive to local needs is recognized. This is being increasingly met, particularly as we move to implement Title XX in all states.

The designated state agency should develop a state plan based upon the planning process required by Title XX. The Title XX planning process requires that steps be taken to assure that the needs of all residents in all geographic areas in the state are taken into account in the development of the plan.

The utilization of this process would insure appropriate coordination throughout the state among these two programs in resource allocation and program design. The state plan should be approved by a statewide Child and Family Services Advisory Council composed of representatives from district/regional Child and Family Services Councils and other agencies which provide services to children. These councils should also monitor and evaluate programs and monitor the development of standards and standards enforcement.

To give you more insight into how we have already attempted to design a comprehensive delivery system to meet diverse local needs and how parental involvement can be obtained by utilizing the existing structure, I would like to highlight some of the efforts of the states in our region.

The Florida Department of Health and Rehabilitative Service was created in 1968 and administers public assistance, social service, health, mental health, retardation, youth institutions and vocational rehabilitation programs. All programs in Florida are fully administered through an 11 district system, 5 of the districts having sub-districts. This decentralized organization insures that the administration of programs is responsive to local needs and will provide the necessary diversity for local needs in the administration of a child and family services program. Utilization of the regional structure will assure parental involvement through the establishment of child and family services advisory councils for each respective district. Fifty per cent of the council members would be the parents of the children served under the Act with the remainder appointed by the district director. One-third of the total council would be economically disadvantaged. This council would be responsible for reviewing and monitoring the portions of the child and family services state plan which pertains to the district and forwarding the review to the state-wide child and family services advisory council. This existing district structure could provide the essential ingredients for an effective delivery system in Florida.

The Georgia Department of Human Resources was created in 1972 and administers public assistance, social services, health, mental health, mental retardation, and vocational rehabilitation programs. The Georgia Department of Human Resources utilizes a substate structure consisting of 10 regions. These human service regions perform basically a coordinative role to maximize available resources and reduce duplication. As in Florida, the district structure would facilitate the child and family services councils with parental involvement.

The Kentucky Department of Human Resources was created in 1972 and administers public assistance, social service, mental health, mental retardation, youth institutions and employment security programs. Kentucky utilizes the existing Area Development Districts (ADD's) for planning for these programs and also operates districts which are congruent with the ADD's for needs assessment, planning and evaluation. Here again, this represents a state effort to become more responsive to local needs. This district structure could very well be an appropriate structure for the establishment of district child and family services councils.

The North Carolina Department of Human Resources (DHR) became operational in 1972 and administers public assistance; social services; health; mental health, including mental retardation; vocational rehabilitation; specialty and orthopedic hospitals; schools for the deaf and blind; aging; developmental disabilities; and child advocacy and child development programs. North Carolina utilizes the 100 county, 17 Planning Regions (Councils of Government, etc.) and 4 Departmental Regions structure in the planning process, i.e., needs assessment, priority and objective setting, and definition of resource requirements. Citizen and private agency input into the planning process is through public hearings at the county and DHR Regional level and through the direct participation of related private and public councils, agencies and other organizations. Of particular significance is the creation and involvement of child advocacy systems (councils) across the state. These systems relate indirectly to county and regional programs and directly to the Office for Children at the Departmental level. These councils could become the child and family services councils.

Mississippi has established child development councils in the Appalachian Region of the state in accordance with the Appalachian Development Act. These programs have proven so successful that Mississippi now plans to use a portion of the Title XX funds to fund child development councils and districts to totally cover the state.

Alabama, at present, has 12 Area Development Districts--all of which plan and consolidate human service programs at the district level. It is entirely feasible in Alabama to implement a Child and Family Development program with local responsiveness and parental involvement.

South Carolina is planning to establish 10 human service committees in conjunction with its already established district Councils of Governments to aid in the implementation of its Title XX programs. A Child and Family Development program could utilize this developing structure.

Tennessee took the initiative by enacting a State Child Development Act of 1974. This Act establishes a comprehensive state structure for the operation of a Child Development program. The establishment of local and district child development councils are mandated and a child development coordinating council has been established. The coordinating council at the state level is composed of the Heads of State Agencies which administer programs serving children. The local and district councils will assess needs, set priorities, advise health planning efforts, screen child development projects, and advise the State Council.

The question is often raised as to what assurance the states can give that federal standards will be maintained if the state is responsible for the program. I believe that accountability can be better maintained when local, regional, and state level organizations operating under the cognizance of elected officials are responsible for those standards than when there is a direct federal-to-local relationship. An example is that the Head Start programs are directly funded by the federal government with no state responsibility for standards. In our state, many of these programs were unable to meet minimum state licensing requirements let alone the Federal Inter-Agency Day Care Requirements. I also believe, that the programs which are directly monitored by the state maintain consistently higher standards than those which are monitored directly from the federal level. There is a direct management responsibility of the state to enforce standards if accountability is tied to funding at all levels of government.

Parent and citizen involvement can be greatly improved by state level administration of the Child and Family Services Act. A state level Child and Family Services Council composed of parents, state agency personnel, and elected officials can have a far ranging effect on all family and children's services programs within a state. Numerous councils under several prime sponsors, however, would dilute the statewide effectiveness of the program because it would result in a state level council for some localities and independent local councils for others. A pyramiding structure of local, regional, and state councils can enable a state to determine broad policy guidelines plus providing for direct citizen input into the process of identifying local and regional needs and meeting them equitably at the appropriate level.

The Child and Family Services Act of 1975 is a great opportunity to improve and expand needed services. Our main request of you is to recognize what already exists and is being developed in the states to deliver and coordinate services and to monitor standards. What is missing in the states is not the mechanism to provide services; rather, it is adequate funding with the inherent flexibility to respond appropriately to the many unmet needs of people. Let us use the mandate and resource potential of this Act to provide services through existing channels. This will be much more efficient and effective than setting up hundreds of new administrative structures which will compete against instead of complement existing programs.

In addition to our concern of bypassing existing mechanisms within the states, other matters warrant your consideration. These are highlighted below:

1. The Southeast Institute for Human Resource Development recognizes and supports the need for additional legislation to provide a nationwide comprehensive program for child and family development.
2. Any legislation authorizing a child and family development program should vest authority and responsibility for its planning development and implementation with the respective state governments. It should provide for a maximum of planning and coordination with complementary and similar programs at the state level and provide for a maximum of local control through an existing substate administrative structure to fully achieve service integration. This could be achieved by the Governor designating a state advisory council for planning, a single state agency with access to or with an appropriate substate administrative structure for administration and the establishment of local councils with parental membership.
3. A state plan process which provides for a maximum of coordination with all agencies providing similar and complementing services.
4. A child services and family development program should provide for the availability of funds for program operation for the first year if sufficient ground work has occurred.

5. A child and family development program should provide a comprehensive array of services including legal services, child advocacy and transportation not now included in S. 626 and H.R. 2966. Eligibility guidelines should be congruent where possible with existing eligibility criteria such as the income level used for Title XX of the Social Security Act.

On behalf of the Southeastern Institute for Human Resource Development, and for myself, I extend to you our appreciation for the opportunity to be heard on a subject of such significance. Thank you.

Mr. **Brademas.** We are now pleased to welcome our distinguished colleague from the State of New York, who has long been a vigorous and articulate advocate of greater Federal support for a child-care program and is herself the author of a bill in this field.

STATEMENT OF HON. BELLA S. ABZUG, A U.S. REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Ms. **Abzug.** I am very pleased to be here.

I want to thank you for the opportunity to appear today to testify on legislation that I believe is crucial for children and families in this country.

The Child and Family Services Act of 1975 is designed to help children receive the services they need to meet their full potential, while at the same time providing services to the families of these children, so that families are supported rather than fragmented.

I would like to take this opportunity to extend to the distinguished Senator from Minnesota and to the distinguished Representative from Indiana my thanks for their leadership in this area during the past several years.

Mr. **Brademas.** Thank you.

Ms. **Abzug.** Comprehensive child-care legislation has been a high priority for me ever since I entered the Congress.

I share your regret that, unfortunately, during these 4 years we have witnessed the failure of attempts to see that such legislation becomes a reality. I hope that 1975 will be different.

I do not need to describe the pressing need for this type of legislation, for this has been well documented by many witnesses at earlier hearings. Instead, I would like to address my remarks to specific features of the proposals which are now before you.

First, and perhaps most important, is the level of funding provided in this legislation.

The Brademas/Mondale proposal would provide a total of $1.85 billion for planning, technical assistance, and programs over a 3-year period. I am sure that no one, including the authors of this bill, believes that this sum is adequate to meet the needs of our children and families.

In fact, similar legislation passed by the Congress in 1971 as title V of the Economic Opportunity Amendments of 1971, and subsequently vetoed by Mr. Nixon, would have provided a total of $2 billion over 2 years.

Surely, the need for child and family services has not decreased over the past 4 years. On the contrary, the need has become more pressing.

The recession gripping our country has made it increasingly difficult for families to provide essential services for their children, such as basic nutrition and health services.

Furthermore, the recession has accentuated more than ever the need for second incomes in many families, necessitating child-care services for even more children. Indeed, the number of women in the work force has been increasing all the time, requiring larger numbers of facilities and programs and provisions for child care.

It is critical that Congress fund these important programs now. But I think we have to find some way of convincing the administration, as well as Congress, of the need for a greater level of funding. It is essential that we fund these programs now before families are forced into fragmentation and disintegration, a phenomenon which has been noted not only by members of this committee but by other commentators on the social conditions in our country.

The appropriation levels contained in my Comprehensive Child Development bill, H.R. 155, while hardly enough for services to all families and children, would come closer to making a discernable impact in programs and services than would the levels contained in the Mondale/Brademas bill.

I have proposed $2 billion for fiscal year 1976, $3 billion for fiscal year 1977, and $4 billion for fiscal year 1978. These are not unrealistic figures.

A second, and closely related issue, is the time limit on the release of moneys for funding of program operation. The Child and Family Services Act of 1975 would not provide funding for programs until fiscal year 1977. My bill would authorize program funds a year earlier, in fiscal year 1976.

I cannot stress enough the immediate need for funds for ongoing projects. Child care is not a new concept in American life.

We in the Congress are extremely backward in providing the necessary assistance for Federal funding for such programs.

There is no dearth of expertise in this area and, for years, child development programs have been developed and implemented all over the country. Program moneys are necessary right now to continue and expand current programs.

There have sprung up, all over the country, a number of local child-care support organizations, which are attempting right now to meet unmet needs by providing information and referral for families needing child care and related services and by assisting groups in the creation of new kinds of child-care programs in the absence of Government support.

These local groups, which developed because of the lack of adequate child-care services, refer families to all manner of child care, be it publicly funded or not. These child-care support groups, generally without Federal or local assistance, are enabling families to use the available fragmented pieces of the child care system in their localities in ways that are systematic and supportive of the families' needs.

Child-care support groups such as these exist in almost every State; recently 13 groups from 9 States have formed an informal network to share ideas and promote this heretofore unrecognized child-care function. They are swamped with requests for help.

They exist in rural, suburban, and urban areas, and are testimony to the fact that in all parts of the country child-care needs are going unmet. Their existence is also testimony that there is much more to a comprehensive child-care and family support system than most legislation or Federal agencies now recognize.

This legislation which you are considering would provide support to the wide range of child-care and family support programs that are necessary to do the job.

I have one criticism of this aspect of the bill, however. Section 102 of the bill, which describes the programs it would fund, tends to separate services for children from services to families. It would be a serious error if the structure of the regulations and the implementation of this legislation were to follow the structure of this section of the bill.

I am, of course, in favor of providing funds for planning, technical assistance, and training—in fact, my own bill makes provisions for such activities.

What I do object to is deferring the flow of funds to programs for still another year. Where agencies and organizations are capable of providing high-quality programs immediately, funds should be made available.

For example, well-developed models for ongoing child-care programs exist already in New York City, Chicago, Massachusetts, and California. Technical assistance and planning are already in place. These areas, among others, need money for programs.

In those parts of the country where moneys are needed for planning, technical assistance, and training, such funds should, of course, be available. On the other hand, we should not penalize those areas of the country with a long history of commitment to child care and highly developed programs.

As we plan the use of the planning, technical assistance, and training phase, it is important that Government agencies and teacher-training institutes be urged to discover the healthy, creative, and neighborly devices and solutions that families, parent groups, and community groups all over the country have found to try to help families meet their child-care needs.

With sensitive Government support, both the formal and informal arrangements that families have made to provide care for their children should be supported, expanded, and improved. Rigid and inflexible Government regulation can overlook the ways people are already helping themselves and replace these with cold, professional institutions.

This is a very serious question that I don't think any of the bills that I have looked at have really dealt with adequately. I am not sure I can give you the full answer as to how the program should be resolved.

I think, in view of two things, first, the total inadequacy of the funding levels being projected for this child care legislation and second, the inability to immediately take care of children who are currently without adequate supervision, we are required to find a way in which to work out these problems. Perhaps the committee has considered it, how we can more effectively deal with the problems of balancing the health and welfare of children and families with some rather onerous and very burdensome and very difficult regulations on a State-by-State and local basis, including rigid license requirements that are totally out of line with what is necessary for fundamental safeguards.

I have not held that view all the time. Years back, I might never have said this but I say this out of the realization that we are creating an enormous problem for uncared children in this whole area of comprehensive child care.

Another provision of this legislation which merits close examination is that which would allow funding for profitmaking child-care organizations. I am opposed to any such scheme.

The studies conducted both by the National Council of Jewish Women and by the Child Welfare League have concluded that proprietary day-care centers are more concerned with maximizing profits than they are with maximizing child welfare.

Illustrative of the problems created by proprietary child-care centers is the unfortunate trend toward the development of "chains" of day-care centers during the past few years. The managers of these centers, under the control of large corporate enterprises, maximize profits by paying low wages to staff, establishing undesirably low-staff/child ratios, omitting necessary auxiliary services, and using standardized teaching equipment that fails to reflect the special needs of the children in the centers.

Federal moneys must not be used to subsidize such questionable, low-quality care. Rather, Federal moneys should be used to reinforce the efforts of public and private nonprofit organizations to provide high-quality care for all children who need it. Purely custodial care, however inexpensive, is not an acceptable alternative for our child-care needs.

However, I do recognize that many, many children are being cared for in family day care, family day care group houses, and day care centers that do have quality programs and are not traditional nonprofit programs. These programs are not profitmaking in the sense that the managers of a child care corporation seek to expand shareholders' profits. These are quality neighborhood proprietary programs run by seriously underpaid community residents—mostly women, for whom this is a second income—who are deeply concerned about the welfare of children and of their neighbors.

Legislation that would deny them, or the children and families that they service, the extra assistance that they need and deserve is not what I am proposing because that would ignore the reality that these are the kinds of arrangements on which most American families rely.

I would like to endorse the emphasis in the Child and Family Services Act on the voluntary nature of participation in the programs to be funded under the legislation.

Most important, however, is the emphasis on the family which is evident throughout the bill. Children cannot be isolated from the problems faced by their families; thus, comprehensive child care is most effective when it is organized to meet a wide range of family needs.

Child care should support, not fragment, families in the child-rearing process. And it must view parents as preeminent in the child-rearing process.

I would also like to comment on the proposal to make local educational agencies the presumed prime sponsor for all child-care programs. To automatically make such agencies prime sponsors for comprehensive child development programs would be clearly unwise.

Indeed, it contradicts the clearly stated objectives of the bill to provide comprehensive child care and family support programs.

Child care programs which meet this definition are not schools, and schools—or even day care centers alone—cannot meet most families' needs for child care, or for the support they need and deserve in raising healthy children who can develop to their full potential.

I am not opposed to allowing local educational agencies to qualify for prime sponsorships in cases in which such a designation would serve a special purpose or be particularly appropriate.

However, our public schools have historically had as their primary focus the education of the child. They are not organized nor do they function to add the important additional support and services to families provided in the Child and Family Services Act, and by many others which are in existence in child-care operations all over the country.

I am therefore opposed to any legislation which gives the educational agencies the presumed prime sponsorship for implementing these crucial programs.

Philosophically, educational institutions or public education institutions are teacher, classroom, child-oriented, which is fine. These institutions certainly can't take care of evening and weekend child care. Cooperative food efforts that exist in many of the child care centers, the kind of babysitting operations that take place, the kind of delivery of health services that are needed could hardly be provided by the public schools.

Philosophically and functionally, they are not the kind of institutions that must be developed to take care of the need for comprehensive child and family services or child care oriented programs.

As I say, I can see a particular local educational structure being a sponsor but I don't think it should be the rule.

Generally speaking, I have outlined some of the difficulties that I have with the bill. I think generally it is a very fine bill in its focus. I differ on the funding issue, on making money available sooner for programs. I do believe we should press a little more for a provision similar to what I have in my own bill for child-advocacy programs.

I think we have differences about how you get the best quality parent representation. My bill provides more flexibility in this area.

I also have not discussed a subject which we have discussed much in the past and that is, are we moving our child care realistically toward a broader scope of the population? This has been the subject of much conflict.

We of course have to take care of those who are disadvantaged, first, but we have to move these programs more in the direction of universal care.

One of the interesting problems that developed starting in 1971 when we first discussed this whole issue is that we have an increasing number of single parents, both male and female, who have to work or who have to receive training or new education and, in many instances, their hardships are enormous. This may be even more true in an economically disadvantaged parents' family.

The question of the expansion of services to all who need them is a real challenge to us. If you recall, the difference in our bills on this is not major but I at least begin to perceive the issue by mandating that we reduce the allocation for the economically disadvantaged from 65 percent to 60 to 55, over three years, therefore moving toward the more universal approach.

Of course, you know my deep commitment to the economically disadvantaged people in this country. I don't have to state that. You know I share your concerns on that issue, but I do feel that a comprehensive program has to begin to be considered. It was a big issue, as you will recall, in our discussion of your previous bill.

I think that pretty well summarizes my thoughts on the subject.

Mr. BRADEMAS. Thank you very much, Ms. Abzug, for an excellent statement. I think you have touched on a number of questions which I had in mind.

I would just make one general observation. I share your concern that there be adequate program funds because of the size of the need. I also agree that the judgments with respect to how much money we should make available specifically for programs, and not research, planning, and training, and in what years we make such moneys available are problems that involve both political and substantive decisions of which I am sure you are aware.

I am grateful for your own expression of concern on that.

I probably will be talking to you a little bit more as we move into the markup stage on this bill.

I yield to the gentleman from Wisconsin, Mr. Cornell.

Mr. **Cornell.** I should preface my questions by saying after seeing the gentlewoman from New York's performance on the floor I know better than to take issue with her.

I would like a little clarification.

I noted that you seem to speak rather favorably of family day-care centers that are of a proprietary nature.

Would you make an exception in that particular case?

Ms. **Abzug.** I indicated that.

You see, as I explained in my testimony, I am going through various changes in my thinking on the problem. I am separating out the stock commercial day-care operation from the kind which has grown up in a very significant number of communities throughout the country as a result of tremendous pressure for child care that have not been fulfilled, either on the local, State, or Federal level. Therefore, I have made this distinction in my general opposition to the commercial day-care corporations whose goal is to make a profit and run like a chain operation.

We have found that very concerned communities, who are involved with family care, child care, family oriented care, have found these substitutes. There is very little money involved in it, a little additional income for the neighbor, the neighbors who volunteer get some additional funds out of this. I think these excellent services have to be encouraged and given support to make them more adequate.

That is not what I am testifying against today.

We have to find a way in the markup to deal with that distinction.

Mr. **Cornell.** That is what I was wondering about.

Earlier, Dorothy Lansdale of the Council of Jewish Women testified here. Then you have a group which I presume you are familiar with that represented the Licensed Family Day Care Association of New York State. The president of that group appeared as a part of a panel before the committee. She gave an example that showed day care centers earnings of $3,377 and expenditures of over $2,000. Actually, it came out as making about 30 cents an hour.

I presume you make an exception to that particular proprietary operation?

Ms. **Abzug.** I indicated that in my testimony and in my comments.

Mr. **Cornell.** I did want a clarification on that.

Also, in speaking about the proprietary type day-care centers you did mention rigid licensing. If we had right licensing and checking of high standards, would this not eliminate the dangers you have mentioned?

Ms. **Abzug.** Well, it does not eliminate the danger.

I can assure you that the proprietary type of child care center, because they operate on a larger margin of profit, will find ways in which to comply and, of course in some instances, they don't. That is not the only issue.

My problem in the licensing and regulation question area has been that we find that we have some very fine day-care facilities and very fine day-care operations, to which, for whatever the reasons, regulations and licensing in all parts of the country, are applied in a very bureaucratic way, eliminating a lot of potentially good day care.

As I said in my remarks on this, I haven't figured out how to deal with that but we must find a way, because until we can provide the kind of service, the funding that we desperately need, we are going to have to find a way maybe purely in the locality, perhaps in the State, as well, in which we can give a greater case-by-case consideration.

Mr. CORNELL. One last question.

I noticed in your bill you mentioned $2 billion for the first year, $3 billion, and then $4 billion.

Ms. ABZUG. Right.

Mr. CORNELL. In view of the present situation of which we are well aware, the attitude of the administration, do you think this would be realistic?

Ms. ABZUG. Well, I have a different standard of realism. Mine is based on need, not on some phony economic concepts of what our priorities are.

I happen to believe that the priorities in this country should be on programs that affect people and certainly start at the ground floor with our children. Therefore, I believe not only child and family care but the whole range of social services for individuals is one of the serious questions that one can raise as to whether we are really in an advanced stage of civilization or not.

There are countries in Europe which for 100 years have had services we don't yet have.

I happen to disagree with the priority of where our funding should go. I think they have to go to helping people grow up, to be fed, clothed, housed, people cared for when they are sick and cared for when they are old. It is a position I have had for a long time. It is one in which I have had enormous difficulty with those who have occupied the White House, whoever they have been, for a considerable period of time.

Mr. CORNELL. Thank you very much.

Mr. BRADEMAS. Mr. Hall.

Mr. HALL. Good morning. I want to welcome the gentlelady from New York. I do agree with a great deal of what you have stated.

Not only your testimony but other testimony I have heard this morning has been critical of public school systems. As one who has spent 14 years in the public schools of Illinois, I think I have to say that on balance, the public school system has served us very well.

I think back to when we initiated the Head Start program in this country. There probably weren't 12 places in the United States that had a preschool program or preschool curriculum. I think traditionally and historically we have turned to the public schools because we felt there was no other place to go.

Traditionally, our public schools were supposed to concentrate on the three R's, but in fact over the years we have come to demand and expect more of them. I think we are unfair in the harsh criticism that I have heard this morning of the local and public school agencies. I think there was nowhere else to go.

I think in starting the preschool and Head Start program, we automatically turned to the public schools because they were closer to the problem than anyone else at that time.

I would like the record to show that is my sentiment with regard to public schools.

Ms. **Abzug.** Let me correct the record, if I may.

My testimony did not go into any criticism that I might or might not have of the local public education system at all. I merely suggest, if you read my testimony over carefully and my remarks that I added, that is not what I am addressing myself to at all.

What I suggest is that for the purposes of family child care and the philosophy and the focus of a program as enunciated in this bill, it seems to me it is totally inconsistent to have the public education institution carry the sole responsibility for spending.

I think that the problems that have occurred over the years in child and family care indicate that they are different.

I pose some of those questions, and I will be glad to repeat them to you.

If one thinks about the general support services that are desperately needed in any child care program, you have to admit it is an enormous problem, the way in which the public institution of education is structured now, to deal with the questions of weekend, 24-hour child care, to deal with the question of babysitting, to deal with the question of providing various support services, food, nutrition, in the way the child-care groups have been doing all over the country.

In many instances, the formation of various cooperative efforts, the provision of child advocacy, counseling, health services is entirely different when it is provided through the child care centers than in the schools.

The whole question of family counseling is on a different basis. The public schools are the whole problem of providing information and growing, developing more and more services. I think it is just not structured.

I do say that in some local situations a public school could provide service in a way that would make it the best prime sponsor.

I think one very important question that I am sure has not been considered is the difference between a local public educational system and a child care system. One is compulsory under the law and the other really is not, and it raises a whole host of other laws and other applications that I think would result in enormous difficulties.

I think the fact that maybe the local school or public educational structure or institution could be a prime sponsor is something that interests me, and one should certainly consider it, but to make such institution a presumed prime sponsor in the light of all these unanswered questions and fundamental differences in development I think would be a terrible error.

Mr. **Hall.** I am trying to find out exactly who the prime sponsor should really be.

Ms. **Abzug.** I think the bill sets up a process which is one that I approve of. States and localities are given the first opportunity to become the sponsors.

Mr. **Hall**. I have seen what I consider very excellent Head Start programs that really had no professional staff, for the most part. I think maybe we are on dangerous ground when we assume that in light of the problem of children in day-care centers that the parents know what is best for them.

Ms. **Abzug**. My goodness, you are destroying the whole basis of our society by saying that.

Mr. **Hall**. I think maybe we have to say that.

Well, I thank you.

Mr. **Brademas**. Thank you very much. I think you can seen from our questions that your statement has been stimulating.

Again, I express my personal appreciation for your tenacious support and action in this field. Thank you very much.

Ms. **Abzug**. Thank you. I am sure you will be hearing further from many people from the area from whence I come. On Friday, they are coming down, and I am sure you will get more intense discussion of some of these issues. Thank you very much.

Mr. **Brademas**. The Chair wants to observe that there are two more witnesses to be heard from, and wonders if the gentleman from Wisconsin could, after the quorum call, return to the Chair to hear them then.

I thank the gentleman.

The subcommittee will be in recess and the gentleman from Wisconsin will reconvene the subcommittee at the end of the quorum call to hear Ms. Betti Whaley from New York and Mr. Carlyle Cox from Georgia.

The Chair apologizes that he must go to another meeting at this point. But he leaves you in good hands with Mr. Cornell.

The committee is recessed.

[A brief recess was taken.]

Mr. **Cornell** [presiding]. I understand our last panel today will be representatives of city officials, Betti Whaley from New York, and Carlyle Cox from Gainesville, Georgia.

STATEMENT OF BETTI S. WHALEY, COMMISSIONER, AGENCY FOR CHILD DEVELOPMENT, NEW YORK, ACCOMPANIED BY LIZ ROBBINS, DIRECTOR OF PUBLIC AFFAIRS, AGENCY FOR CHILD DEVELOPMENT, NEW YORK

Ms. **Whaley**. My name is Betti S. Whaley. I am the commissioner of the Agency for Child Development in New York City.

I am grateful for this opportunity to appear before you to discuss the Child and Family Services Act of 1975.

I also would like to commend both Mr. Brademas and Senator Mondale for the tenacity of their efforts which has been evident over the years.

ACD administers the city's publicly funded 417 group day care centers, 1,800 licensed family day care provider homes, and 119 Head Start centers. These programs offer children and families comprehensive services that extend far beyond sound early childhood educations, programing to include health services, nutrition guidance, parent involvement programs, and professional referral services to link families with a broad range of community-based health and social services.

There are four powerful reasons for my active support of the Child and Family Services Act, although it embodies other issues which deserve further consideration.

Three of these reasons have been discussed at some length in the testimony you have already heard. I will, therefore, only allude to them briefly; they are:

The substantial unmet need in New York City for preschool services and the great number of children who would and should benefit from these services, the critical need for funds even to maintain our current level of services and the need for additional funding that will permit a further expansion of services to children and families to broaden the base of badly needed service and program components not now available because of the restrictions affecting program, eligibility and available dollar amounts under our current source of funding.

The bill before us addresses these issues with admirable insight and perception and promises a comprehensive family policy that will make integrated services available to America's children and their families.

The fourth issue which relates to the delivery system envisioned for the implementation of those services I will address in detail later in my testimony.

The 53,000 children aged 3 months to 12 years serviced by ACD's Group Day Care, Family Day Care, and Head Start programs represent fewer than 15 percent of New York City's eligible children under the existing economic and social eligibility criteria mandated under title IV-A.

We serve only 8 percent of those children under age 6 for whom services could be made available by the provisions of S. 626 and H.R. 2967.

ACD services 43,000 preschoolers; 2,000 similarly aged children are enrolled in the public school's prekindergarten part-day program; and 70,000 children are enrolled in regular kindergarten classes, for a total of 115,000.

There are 743,000 children under age 6 in New York City.

In a city in which the number of single-parent households has increased 30 percent in the last decade and in which babysitting for working women can, under the minimum wage, cost $100 a week, it is safe to assume that a substantial number of those children are currently in need of subsidized full-day services.

Clearly, the present level of those services is woefully inadequate.

Even for those mothers who need child care and can afford the going rate in privately-supported nursery schools, the picture is not much brighter. There are fewer than 25,000 slots in licensed private group day care programs, and few of these are open for the full working day.

The urgency of the legislation now under consideration becomes crystal-clear when viewed in light of the diminishing base of financial support for child and family services in New York City that has been caused by both the Federal ceiling on social services and the increasing restraints on State and local support.

That portion of the State's $223 million entitlement for social services that is allocated for day care is certainly significant; nevertheless, it is static. Were that amount to be increased, the other social services funded from the entitlement grant and which also are presently ineligible for additional Federal funds would have to be cut back.

Therefore, and given the further fact that the cost of doing business has sharply increased, the finite amount now allocated for daycare is, in the most real sense possible, actually decreasing.

The imposition in 1972 of the Federal ceiling of $2.5 billion for nationwide human services had a number of immediate and disastrous results on program plans that had been designed by ACD to meet critical and identified need. New York's share of this money amounted to approximately one-third the dollar amount received from the Federal Government in 1971. We still suffer from the steps that were then made necessary.

And, given New York City's current fiscal plight and the "austerity" and "crisis" budgets that have become necessary, it is unlikely at best that local funds to augment our program will be forthcoming.

To understand the true meaning of my concern with our inability to provide expanded and refined services to New York City's children and their families, in ways that will ensure the development of children's maximum potential and also enhance family viability, it would be well to review briefly what ACD now offers.

Since its creation by Executive order of the mayor in July 1971, and in accordance with Federal and State mandates, ACD has served children from a wide variety of families. A small percentage comes from families where the parents or guardians are incapacitated or necessarily absent from the home.

Another small percentage consists of child welfare cases, child neglect or child abuse.

Ninety-one and one-half percent of our children's parents, however, are either employed, in training, or actively seeking employment.

The emphasis of ACD's programing has always been on the development of the total child within the context of the family. In addition to the mandated employment of a fully credentialed educational staff in every center, we require a full range of services that extend far beyond even the best early childhood education.

Family counselors are employed by each center to address the social needs of the child and his family by seeking out the full range of community-based health and social services resources and making appropriate referrals. All centers are required to implement comprehensive onsite health programs or develop close links with community health and social services.

Parent training workshops in such areas as health, mental health, nutrition, child development and child-rearing techniques are part of center level programing. The result has been an increasingly responsive and vocal day care community which considerably enhances the services to our children.

But parent involvement is only half of true community involvement and each is essential if programs for children are to accurately reflect local needs. If day care is most responsibly delivered on the local level by community-based groups—and, in my opinion, it is—then it is necessary to develop the capability of community groups to serve as effective sponsors.

ACD early implemented a policy which has proved most beneficial. Every new sponsor is interviewed and trained in depth by ACD technical, legal, and fiscal staff. In this way the sponsoring group benefits from ACD's experience and expertise and ACD becomes more responsive to community aspirations.

Although the foregoing briefly describes the services ACD now makes available, it does not reflect its earlier plans for expanding and refining those services. Those plans remain urgently in need of implementation.

One reason alone precludes this—the lack of funds. Prior to the imposition of the Federal ceiling and while title IV–A funds were open-ended, we made rapid progress along the road to the truly comprehensive services I still envision.

We investigated and ascertained the need for infinitely broader based infant services, so that mothers who wish to, may return to work before their children are old enough for group care.

In the entire city of New York there are only 359 publicly funded infant day care slots. We sought to expand our services to children between the ages of 6, when they enter the public school system, and age 12, the legal maximum age for day care services, so that children of this age would be properly cared for between the end of the school day and their mothers' return from work.

We ascertained that substantial numbers of eligible children have parents who hold nighttime jobs and sought to implement a program to accommodate the care of children during those hours.

We allocated training funds to centers at the rate of $150 per child so that the centers could, with professional guidance from ACD staff, design training programs in conjunction with colleges, universities, and training institutions all over the city to meet the specific standards of their staffs.

We had morally committed ourselves to more than 200 additional program sponsors but were required to withdraw our commitments despite the fact that many groups had already obligated themselves to architects and contractors. In fact, we were required to renege on every obligation which was not contractual in nature.

There were other important needs we tried to meet. Neither program nor educational materials, for example, are available in the native language of a substantial percentage of the city's residents. Bilingual staff, educational and administrative, are needed in centers in which many if not most of the families we serve speak a language other than English.

Children with special needs of all kinds, including those who are physically handicapped, suffer from learning disabilities, are retarded or emotionally disturbed, have been and remain neglected, not only in New York City but all over the country.

Some years ago we in ACD were very excited with the fact that we had sigend a mutually advantageous contract with the city's Department of Mental Health and Mental Retardation so that we could, at no additional cost to either agency, offer services to mentally retarded children.

The vision was glowing; the light of reality was substantially dimmed. Our plan to integrate these children with the so-called "normal child" in expanded services all over the city was impossible because expansion became impossible; the Bureau of Mental Retardation, through which the special services to these children would have been made possible, suffered a similar cutback in funding.

The result is that five centers in New York serve just over 100 retarded children, and there is little or no prospect of expanding those services with our current level of funding. And for the orthopedically handicapped or learning-disabled child, the prospects are even gloomier; for other than title IV–A funds, no additional funds whatever are now or have ever been available to meet their needs.

Despite the constraints outlined above, New York City has realized many of its objectives in terms of meeting the comprehensive needs of its children and families. The reason for this extends far beyond the availability of funds, comprehensive and quality programs or coordinated program planning.

Rather, the principal reason for New York's success relates to the underlying comprehensive and effective delivery system. It is the only system, in my opinion, that is in a position to render quality services that are responsive to the communities it is designed to serve. It is, in fact, remarkably similar to the prime sponsorship outlined in the legislation now before us.

For two reasons, then, I believe that the significant components that have made all this possible are worthy of review, particularly in light of the provisions of the legislation before us today.

First, we have accomplished many of the goals and overall intent of the Child and Family Services Act through a delivery system remarkably similar to that outlined in the bill.

Second, since our success is equally attributable to some refinements of the prime sponsorship delivery system not addressed in the bill, we thought a discussion of such would be valuable to the committee.

One of the major advantages of the delivery system prescribed in the Child and Family Services Act as embodied in the bill's prime sponsorship concept, particularly its emphasis on unit of local government and child and family services plan, is its reinforcements of the fact that these grow from an overview of the comprehensive child and family service needs of the community and the concommitant for meeting these needs through provision of comprehensive and coordinated services.

For the same reasons an effective child and family services plan might be difficult to develop if it were the charge of a local child and family services council that represented either only one segment of the community or one of the various child and family services, I do not believe that the purposes of this bill lend themselves to accomplishment under a system through which the prime sponsor is a lead agency that delivers one of but many child and family services.

In this case, no matter what the child and family services plan might suggest, the tendency would not be toward development of a comprehensive assessment as to what services were needed and the best mechanism to deliver them.

Rather, it would or could result in a plan that narrowly focused on its own delivery system and a program that, by undermining the availability of program options, would fail to respond to the need of those who receive the service.

Children and families have diverse needs and those needs must be met by diversified approaches. It is not for the institution or administrative mechanism to determine what parents must have, what kind of service is the single best one for children.

Just as some children flourish on full day care in groups of their peers, others benefit more from the one-to-one mothering relationship that is available through family day care. Similarly, not all parents are comfortable with or in need of the same kind of service. I think we need mechanisms to assure that.

Therefore, I support the priority in prime sponsorship system given to local governments; this unit is the one institution that both delivers the widest variety of services and, by definition, equitably considers need in all communities.

The New York City child care system is similar to the provisions of the bill for three reasons: One, it grew from a service plan—in this case a report of the task force on early childhood education, a unit like the Child and Family Services Council in composition and original purpose.

The task force on early childhood education was appointed by the mayor in 1970 in response to public demand for increased day care and services needs of working women to evaluate the status of day care in New York City and recommended a comprehensive plan for improvement.

Two, the report was therefore similar to the child and family services plan; and, three, for this reason and the fact that the mayor took the responsibility for the recommended improvements and expansion of child care services, the unit of local government was the prime sponsor.

The success of New York City's efforts here, however, relate to parts of our experience that go beyond the definition of prime sponsorship in the bill. By this I mean the nature of the establishment, mission and role of ACD.

Prior to that time, group day care, family day care and Head Start were administered by three city agencies, each with its own priorities, its own goals and its own administrative mechanisms. Nowhere was there a central administering body in a position to take a broader view, to evaluate needs in terms, both of demand in given geographic areas, and the overall need of children and families.

Nowhere was there a central body, properly staffed, that could or did take hold of the administrative reins to insure accountability, monitor programs to insure that enrolled children met all Federal and State eligibility criteria, investigate and assist sponsoring community groups to ascertain their probable effectiveness, work with the community on a continuing basis to explore its needs and wishes and to coordinate resources and design programs that offer families options.

There was no single body to advocate on behalf of the comprehensive needs of children and families. There was no mechanism to insure an equitable distribution of services reflective of community need and worthy of the support of that community. There was no means by which to insure fiscal and program accountability and otherwise play an active role in securing the support of the public whose city tax dollars support that program.

There was no possibility of a thoughtful analysis of existing and new Federal, State, and local policy bearing on child care programs, let alone of an organized and vigorous effort to assure that such policy supported New York City's child and family service needs.

The ACD established by the mayor in response to the primary recommendation of the task force on early childhood education does all of this and more.

In light of the New York City experience in effecting much of what the Child and Family Services Act requires of all communities which want to participate in the programs it authorizes, I would recommend that the bill be amended to permit the unit of local government to select and establish the administrating agency just as it does in CETA. I would amend my comment by saying: The local child and family council should certainly participate in that decisionmaking process.

I would also suggest the committee consider expanding, along the lines of our experience, both the act's criteria for selection of the administrative agency and the definition of its nature and purpose.

My primary recommendation in this regard would be to give priority consideration to agencies that are arms of the local government which do not actually operate programs. This would increase the government's stake in a program that would not exist save for the local treasury's commitment to meeting local share requirements.

It would also accomplish one of the act's major goals as reflected in its reorganization of and its charge to the Federal Child and Family Services bureaucracy—in fact, the act's overall purpose.

Specifically it would commit government to the business of expanding and improving both child and family services and the community's ability to begin to think along the lines of a child and family services policy and organize its total human services system to reflect that policy. Along this line, I would recommend the revision of sections 104(a)(b), 105(4)(b)(3), 106(a)(13)(16), and 107(a)(b).

I can envision the mandating of an agency whose mission would be defined, at a minimum, as that of an administrator, standard-setter, evaluator, technical assistant and grantmaker whose definition did not minimize the important role that the local child and family services council must play and whose creation or establishment took into account, with a view toward coordinated and comprehensive child and family services, agencies and systems already delivering such services. This is especially important with regard to the effect of title XX. The coordination, I think, is extremely critical and should take into account the matter of the prime sponsor.

Further recommendations with regard to delivery systems concern the development of Federal criteria and regulation. There are reasons, of course, to be concerned about the possibility of their contravening the intent of laws or at least to substantially alter the programs established therein.

Certainly one justification for such an attitude would be the social service regulations which were suspended by Congress a couple years ago and one in which Senator Mondale played a significant role.

I am concerned, as an administrator, with two things: (1) the understandable limitations on congressional ability to know every finite administrative mechanism in place in human services throughout the country and those that might need to be created in order to implement quality services and (2) the failure, on the other hand, of Federal executive agencies, who should know better, to reflect these very things in their regulations. Both might pose some unnecessary and serious obstacles to implementation of the Child and Family Services Act.

I commend the committee's decision to review the Federal fee-scale criteria but query if this is a feasible solution with regard to all the regulations and criteria the act mandates, in particular the regulations regarding approval of prime sponsorship applications programs and child and family services plans, evaluation, monitoring of compliance standards, withholding of grants, and the evaluation of nutrition services.

To recommend, on the other hand, that Congress review only those regulations and criteria that appear to have broad effect would not necessarily be any more feasible. The importance of some regulations is not readily obvious without prior notion of both the Federal Government's conception of, and local program administrators' experience with, the issues at hand.

Even the choice of forms used to claim eligibility or reimbursement can, depending on the type and amount of the information required and its reflection of the unique nature and staff capabilities of the program, serve to actually prohibit programs otherwise eligible for a service from actually receiving it. We have come out of 2 years of experience where a certain form was challenged in court. So I do not say this lightly.

Consequently I would recommend further investigation by your committees into the probable nature and scope of the Federal regulations and criteria required in the act. As a beginning, this investigation might involve an effort to elicit from both the appropriate Federal agencies and local child and family service administrators their thoughts on these requirements.

Though the committee's intention, with regard to the Federal fee-scale criteria, to be the final arbitrator of this important matter is commendable, I would still recommend that this criteria not be exempt from requirements under the act.

My concern here is not based on any disagreement with the act's mandate that HEW develop fee-scale criteria and not fee scales or with the act's further limitation of the Federal role as reflected in the conditions it puts on these criteria, nor do I disagree with the positive role in the development of the actual fee scale assigned by the act to the local prime sponsor.

New York's first concern stems from the vivid memory of the inappropriate if not unjust Head Start fee scale and title IV-A fee scale guidelines that were developed by HEW—this despite the fact that the regulations contravene the intent of the Economic Opportunity Act and specific requirements in the Social Security Act that fees be reasonable and related to the family's ability to pay.

My second concern is the vagueness of the bill on the subject. It is not clear, for example, if in view of the three things which determine a fee schedule's ultimate effect, (1) the percentage of income increases a family's pay in fees, (2) the precise definition of a family's ability to pay in terms of, for example, deductions for work expenses, taxes, extraordinary expenses, or other items that might determine disposable income—we have a great deal of debate around Federal, State, and local levels of what constitutes disposable income—and (3) the consideration of assets, if the act should be more or less specific.

There is also the question of what effect the act's use of the BLS lower living standard would have on the fee schedule's ability to reflect families' true ability to pay in States or in regions where the BLS is uniform.

These are debatable and I don't have the answers to all these questions but I think they need to be considered.

The final question of whether these concerns fit neatly into further justification for the act's reliance on local prime sponsors so as to suggest no Federal criteria or whether they might result in a more elaborate mandate for Federal criteria is thus unresolved and the ultimate reason why I believe the matter deserves further attention by your committees.

Finally a few words on some other issues worthy of note. With regard to service to handicapped, bilingual, and other so-called special services, the act's requirement that these services be considered in the child and family services plan mandates their development along with and as an integral part of the child and family services system established in each community.

The act thus recognizes these services not as special but essential and goes a long way toward assuring their provision as such. I again commend the legislation for incorporating this.

I am concerned, however, that the set-aside of funds at the Federal level for services to handicapped could still be implemented in such a way as to mitigate these advantages by requiring quotas and/or labeling. We made a very important move in making sure those special groups are considered essential in the plan. I think we need to take a careful look as to how set-aside funds are made.

Therefore, I recommend that the committee consider criteria for the disbursement of the Federal set-aside or at least elicit and consider HEW's plans for such.

In summary, we feel that the Child and Family Services Act of 1975, as I said earlier, goes a long way toward establishing a national goal for families and children which I think is long overdue. Thank you.

Mr. CORNELL. Thank you very much. This is the sort of thing that the committee wants and needs. Mr. Cox.

STATEMENT OF CARLYLE COX, DIRECTOR OF COMMUNITY DEVELOPMENT, GAINESVILLE, GA., ON BEHALF OF THE NATIONAL LEAGUE OF CITIES

Mr. COX. I am Carlyle Cox from Gainesville, Ga., testifying on behalf of the National League of Cities, which represents in excess of 15,000 cities.

Our city, although it is very small, 16,000 in a metro area of about 50,000, has been interested in day care and child development and a broad spectrum of social services.

At the present time, we have in excess of a million dollars in various sorts of funds coming in for our child development programs. This is matched by the local community.

We find that quite often we wind up going through several layers to finally secure the money and match it in order to utilize it.

We would like to speak to that a little later.

Ideally, of course, what we would like is to have the money to meet the total needs of our community. At the present time, that course is not available. What we wind up doing in some instances on a day-to-day basis is that we have child care needs and we find that we try to move the children from location to location for whatever programs that they may be eligible for in order that we can make sure that each slot that we have funded is filled, but also where some children may be eligible for more than one type service we get them into that type to maximize the number of children we can serve.

I might say that this sort of disjointed, uncoordinated system is not really meeting much of the local need. The city, in fact, set up a Department of Social Services just to meet this kind of intermediate movement to deal with the total needs of the family with regard to income, without regard to eligibility for a program, and we in turn serve as the advocate in order to provide the total number of services and not just the services that that particular program is scheduled to pay for or through the State plan is written in as eligible services but the services the family needs from whatever agency it may be provided.

If we had additional money under the present programs, it still would not solve the problems.

The problems are that we have a lot of people who are not eligible for some of the services. Therefore, they can either pay a pretty high cost on private day care or they don't have an opportunity to participate in child care.

The arrangements that are often made are not suitable for the family, to say nothing of meeting the needs of the children.

We feel the prime sponsorship is so important because the real coordination that is going to happen and the local decisionmaking that is going to happen is going to be at the local level. A State plan can be devised but the local community providing the matching must carry it out.

As you have heard this morning, a great deal of the matching money in these programs ultimately comes from the local community. The local government has not always in the past taken the responsibility but I think our experience shows that there is a capacity and willingness to take on these kinds of efforts.

We feel one of the programs in our community which has been very successful has been what we have carried out under the former title IV-A, now the title XX effort. That is where the department of the city where I direct serves as the prime sponsor on behalf of the city.

We do the grantsmanship; we do the writing and put together the program and subcontract it out with the local board of education. This means that they are carrying out a program which has been designed not to meet their criteria but designed to meet the needs of the particular children that they are going to serve.

By doing this, we can make sure by evaluation, by monitoring, by keeping close tabs on it, that they are meeting the objectives of the program and not meeting the objectives of their agency. I think this can be carried over in many other areas.

Without going too far into this, I think the capacity becomes the key kind of word in the local community and that is that if the communities are the prime sponsors, and we very much support this concept, we think the capacity can be developed where it is not developed and that this can provide a base in which many different programs can be integrated and interfaced.

We feel that the proposed legislation will provide for local communities such as ours to be prime sponsors. This would add another tool in our hands to link things together where they are happening on a day-to-day basis and it can meet the needs of that particular community where sometimes on a broader basis of a total State plan or in a national plan the general objectives can be achieved but that might not be what is needed in that particular community for those children.

Another area I would like to speak to is the broadness of the legislation.

Quite often I think local governments have shied away from becoming involved in putting in money to assist in programs because it is serving generally only one group of people, so much of it has served only the low-income families.

I think local governments feel a lot better about meeting more the needs of the total community rather than just the low-income families. This need is felt and met but there are other needs that are not met in many of the other pieces of legislation.

We hope that through this piece of legislation the integration of services on a broader basis could take place so that we can maximize all the dollars, particularly the Federal dollars, as well as the local dollars impacting on our community.

We should support very strongly the list of eligible activities in this legislation.

As the committee well knows, there is a real tension that exists always in saying how many services should we provide versus how many day care slots or child development slots we can create.

I think quite often we find in State plans, as well as in other levels, that what happens is that we limit the number of services in order that we may increase the number of children we serve. That can be debated a long time. I think what we need is something that can provide a broader base of services in our community.

Also, I think the local side provides an effort to link together the existing services and we try to say, instead of paying for all the services again, so to speak, when there is local money as well as State money providing community services, tap that resource and tie it in without having to pay for it again.

This maximizes the efforts of the community and says we can offer a service without paying for it, as I say, a second time.

There are certain structure provisions in the bills that I would like to speak to.

The first one that we see, the wide discretion given to the Secretary in determining appropriate prime sponsors, in understanding the intent of the act to make eligible as prime sponsor the units of government, to have the capability, experience and commitment, this is very nice but we also realize that quite often they cut off many local governments from assuming this.

I support the general approach here but I think that, given the philosophical and bureaucratic bias of HEW and the regulations that would likely come out of this, you would find only the largest local governments would be able to be prime sponsors.

I think if we come to something a little closer to what has been the CETA arrangement and even modifying that to say that we look at capacity, and I have two suggestions I will only mention, one that we would invite the local general purpose governments that want to act as prime sponsors to apply and show their capability and so forth, also that the Secretary would be in a position not of accepting but only of refusing requests where you can point out that better arrangements would more adequately serve the people.

Such language as this would permit a small community such as Gainesville to be a prime sponsor and more adequately, we feel, to meet the needs of our community than would be met by a statewide program.

A related problem that we would be concerned with is the child and family services counseling. I have some reservations about this. It seems that every time we deal with a piece of legislation it is presumed there are no local councils doing anything in these fields already. We wind up with more different kinds of different local councils than we can deal with.

In the community development legislation, our city took on about 8 or 10 such community groups and linked them into one strong group that deals with the total need of the community. This involves all the way from the local elected officials to the people who are professionals to the paraprofessionals, as well as to the consumers of the service.

So, I think that there are other ways of getting at this than to set up something that is very rigid and something that possibly can be limited to carrying out the full intent.

I have no quarrel with the child and family service councils or the parents' policy councils but I think they need to be given enough latitude that they can be functional in a maximum way on a local level.

I believe the congressional intent spelled out in the general language and responsibility place on HEW to insure local arrangements meeting the congressional intent and related to professional input and the program design conducted but a really set structure I think would create groups that would not, in fact, meet that arrangement, nor would it be beneficial to the people we are trying to serve.

I think that many of the functions that would be in a child and family services committee might be more adequately carried out in some more modified way.

There are three things I would like to quickly mention that are missing from the Senate bill but included in the House bill.

One is a strong support of the paraprofessional. I think this is very important. We have seen it in our community where paraprofessionals have been able to not only come in on the ground floor but, by the development of a career ladder, be able to move on in the other kinds of training advancement where they may become professionals or even move into related fields but a paraprofessional, I think, must have a strong role in this proposed legislation.

The second area that the House bill addresses which is very important is the need for support for construction of facilities where existing public and private facilities are inadequate. We have long since been trying to carry out a number of programs in very inadequate facilities. I think that addressing this in some of the suggested ways is very important.

Finally, I think that it is important that we look at the House version to see that one of the criteria for selection of a prime sponsor is the ability to serve the needs of the affected children and their families.

I think that without this type of provision the other measures to direct moneys to more established institutions locally that have been dealing with this will result in not the best use but a more inadequate use of the funding.

I think in conclusion that there are several factors that a local community can bring to the type of legislation that should be carefully weighted and then local communities be given the opportunity to continue their efforts in this field and to build upon them in order that we can maximize not only the funds that are available and interface them but also to create a better understanding at the local level as well as the other levels of government that the services really happen in that local community.

Thank you.

[The prepared statement of Mr. Cox follows:]

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STATEMENT BY

MR. CARLYLE COX
Director of Community Development
Gainesville, Georgia

on behalf of

THE NATIONAL LEAGUE OF CITIES

on

H.R. 2966, The Child and Family Services Act

and

S. 626, The Child and Family Services Act of 1975

before the

SENATE COMMITTEE ON LABOR AND PUBLIC WELFARE
SUBCOMMITTEE ON CHILDREN AND YOUTH

and the

HOUSE COMMITTEE ON EDUCATION AND LABOR
SUBCOMMITTEE ON SELECT EDUCATION

June 16, 1975

I am Carlyle Cox, the Community Development Director from Gainesville, Georgia. Gainesville is a small community of about 16,000 population in a metro area of about 50,000 in Hall county.

The city of Gainesville presently has twenty (20) licensed child development centers serving 1627 children and youth. Five of these centers are public child care facilities, serving 727 young people, and are funded through Head Start, Appalachia and Title 4A funds with the matching share coming from local cash and in kind. This is approximately a $1 million program. These centers are operated by different agencies: the Community Action Agency as well as the local Board of Education through subcontracts.

The second group of centers, and the largest group, is private day care centers. We have ten (10) private day care or child development centers which serve 772 children and youth.

The third category is quasi-public centers operated by church and civic groups. There are two such centers serving 128 children. These are basically supported by private charitable funds with the children paying a very small fee to attend.

Ideally, what we would like to see in our community is a program that provides enough day care slots to meet the entire needs of the community. At the present time, almost all of our various programs, both public and private, meet only the needs of certain young people and children based on either governmental requirements for eligibility, or private requirements of the program operators. So what we have is a very disjointed, uncoordinated system that is not really meeting much of the local need.

Even if there were additional monies available under present program sources, the community's broader needs would still not be met as each of the existing programs is designed in such a way as to serve only specific areas or sets of persons, such as low-income families or those participating in CETA or some other operation. Consequently, funding additional slots would still leave out many people who need the service but do not fit into specific categories.

Our city and county are very interested in the proposed legislation that would set up prime sponsors on a local basis because this would begin to offer us the opportunity for coordination and decision-making as to how we could best utilize the various resources in the community. It would also offer us a central base of operation to begin to link programs together.

In the city of Gainesville one of the programs that we feel has been most successful has been the program funded under Title 4A Child Development Program in which the city through its department of Community Development is the prime contractor. This agency then subcontracts with the local Board of Education. Because the city agency is not actually doing the work, we have the ability to do the evaluation, the monitoring and the administrative oversight to insure that all of the services that are needed by the children in the program can be properly met. We don't charge any administrative costs; this is carried on just as an additional service by our regular staff. So that the total amount of 4A money that comes into our city is used for direct services. We can do that because of the way our city government is set up.

We also utilize, through the state and other means, professionals who look at our program to see how it can be improved, and whether or not we are achieving the objectives that we set out to achieve. I can't emphasize too much how important I feel a local management and evaluation effort can be in giving direction and scope to a program. If the agency operating child care services is doing the grant writing, the administration, as well as the operation, they tend to become so close to the program that the agency begins to look at their own interests as the highest priority for evaluating the program expenditures, rather than the specific objectives the money is designed to meet.

Without going deeply into this, I feel that the role of a prime sponsor in this legislation is very important and that many communities, such as ours, even though they are small, have the capacity and have the ability to not only plan, administer, and manage the program, but also to monitor the program and keep adjusting it to meet changing needs of the particular locality. This is missed in a large state-wide effort because the state cannot design tailor made programs for each community.

We feel that the proposed legislation that would provide for local communities, local governments such as ours, to be the prime sponsor puts another tool in our hands to more effectively serve the total community. We see this as the beginning of how we meet the needs of children and families in a more precise, more realistic way than just by adding a new program.

Another area I would like to address is the broadness of this legislation as far as who can be served. The proposed legislation is a braod-based child and family services program that would try to look at the needs not only of the child itself, but the child in its relationship to the total family and what other needs might be. It is not only for the low and moderate income families, but also for middle income families that have needs in child care. A lot of middle and lower-middle income families cannot afford private costs, and, at present, many of these children wind up being put in some kind of a situation that is not advantageous to their development.

Under this legislation we could begin to integrate many different income levels because we could provide the opportunity on a fee paying basis to have people from upper and middle income families, as well as moderate and lower income families in the same center together.

At present younger children from different income levels do not have any interaction until they hit school and then there is a great difference between them which often is not overcome as they move into the school system. And the same thing continues in after-school programs. We have the same kind of division. I think until we start dealing with the total community situation in child and youth care, we're really missing the point. We're only piecemealing the whole thing rather than dealing with the problems that exist in a community.

Gainesville also strongly supports the comprehensive list of eligible activities which can be provided in this legislation. As the committee members well know, there is a constant tension between the desire to provide as many slots to serve as many children as possible and the desire to operate truely comprehensive programs. I think, again, that the prime sponsorship is a key to meeting both program objectives. The key in Gainesville has been to coordinate, through our Human Services Department, as many existing service resources as possible to provide health, counselling, supportive services, and so forth to children and their families at no cost to the child care operation.

In other words, when we ask the county Health Department to screen and immunize children in our child care centers, we negotiate an arrangement where that service is provided for out of the regular operating budget of the county Health Department. Naturally the Health Department has money problems too, and they wanted to get some sort of payment out of child developmnet program money for this service. But because we were a local government with strong interconnections with the county government and could prevail upon the county commissioners to see a broader perspective, we were able to put the needs of the Health Department and the needs of the child development services in proper perspective.

I believe that this kind of responsibility to maximize integration of existing services without carving out too much from the child development service budget is a responsibility of prime sponsors which should be stressed. However, given the realities of life, I think you have to make all necessary services eligible for funding out of the basic legislation.

I would like now to comment on the way that certain structural provisions of H.R. 2966 and S. 696 may affect smaller communities and particularly non-metropolitan communities.

The first problem I see is the wide discretion given to the Secretary of HEW in determining appropriate prime sponsors. I understand the intent of the Act is to, in a sense, make eligible as prime sponsors all units of local government which have the capability, experience, and demonstrated commitment to perform that function. I also understand the problems associated with trying to legislate a population cut-off for local government prime sponsorship.

I generally support the approach you have taken. However, I am afraid that, given the philosophical and bureaucratic bias of HEW, the regulations that are likely to be drafted to implement the legislation would severely restrict the ability of any but the largest local governments to assume prime sponsorship. Further, you would almost certainly wind up with "metropolitan rings" of suburban jurisdictions, for which no logical sub-state district would now exist in State planning arrangements. Finally, you would almost certainly wind up with non-metropolitan balances, similar to the CETA legislation, which would fall under State prime sponsorship arrangements. I am not sure that sufficient reflection has been given to the kinds of administrative restrictions which the legislation, as drafted, makes possible. At a minimum, I would suggest some strong language which directs the Secretary to:

1) "invite" all local general purpose governments or combinations thereof which wish to act as prime sponsor to apply for the designation and to give evidence of their capacity, past history, and general commitment to performing the reponsibility of prime sponsorship under this Act, and
2) that the Secretary can only refuse such requests for prime sponsorship designation by demonstrating alternative arrangements provide superior ability to serve the needs of affected children.

Such language would permit a city like Gainesville, with a strong record in the day care field, to apply and be given consideration for prime sponsorship.

A second, and related, problem has to do with the delineated responsibilities for the Child and Family Services Councils . Frankly, I have strong reservations about the extent to which the legislation specifies structural roles for both the Child and Family Services Councils and for the Parents Policy Committees. I have no quarrel with the basic intent of such committees. As I understand them, the Child and Family Services Councils are to provide an area-wide or jurisdiction-wide forum for bringing together representatives of the professional and client components of the child development services. Every locality undoubtedly ought to have such an arrangement in order to get community consensus of what kinds of problems exist and what program approaches are appropriate, and to insure that the best professional and community input is made to program design and management decisions. Similarly, the idea of parent involvement in the day to day operations of any given child development program is a goal which should be sought after. Although I have no problem requiring such input in locally designed and operated programs, I do have problems with legislative specifications about compositions, roles, and responsibilities of such groups nationwide.

I believe that the Congressional intent can be spelled out in general language and the responsibility placed on the Department of HEW to insure that local arrangements meet the Congressional intent for community and professional input into the program design and conduct. However, the wall-to-wall committee structure outlined in this legislation will create new narrow-purpose boards and will introduce federal rigidities into local programs which will hamper local adaptive transformations of existing service arrangements. It will also separate policymaking in child development from many other related community functions which are necessary for the overall objectives of the child development process to succeed. Finally, the mandating of many important administrative functions to the Child and Family Services Committees, instead of the prime sponsors, is a poor way to get at insuring consultation and high performance standards on the part of program designers and implementers.

Finally, I would like to note that the House bill contains three provisions missing in the Senate bill which I think are laudable and should be included in some final version of the legislation. Provisions for training opportunities for professionals and paraprofessionals are most important. While I understand and support the need for greater professional training emphasis in the area of child development, I am even more concerned that prime sponsors be required to oversee strong requirements on program operators for paraprofessional training and advancement. I think that it is historically true under Head Start and other first generation child development efforts that paraprofessionals drawn from the community have been the best and most lasting bridge between the families in the community and the overall child development effort. The continued role of paraprofessionals should not be lost in the efforts to standardize and expand the profession of early childhood development.

The second area to which the House bill addresses itself, and which I think is important, is the need for support for construction of facilities where existing public and private facilities are inadequate.

A final provision that I think most important which at present is only provided for in the House version is that one of the criteria for selection of a prime sponsor is its ability to serve the needs of the affected children. I believe that without such provision, the pressures to direct money to institutions which have excess capacity or strongest financial problems, will be enormous.

Mr. CORNELL. Thank you, Mr. Cox.

I noted, while both of you recommend prime sponsorship be given to local government, you did not directly address yourselves to the question of granting prime sponsorship to public schools.

A couple weeks ago, the head of the American Federation of Teachers advocated that.

How do you view this relationship?

Ms. WHALEY. By specifically identifying the local unit of government and by suggesting any agency which has the primary responsibility of providing services should not be considered as the prime sponsor; rather as an agency that has the planning and coordinating function and particularly the Government agency that has an obligation to its constituency should be the prime sponsor.

I, too, believe very strongly that boards of education and other groups in the community who could meet the criteria for projections should be considered.

I feel very strongly that it should be a local unit of government.

For example, in New York City, for 2 years we have operated a program where community groups have not been able to meet all of the standards and the city of New York invested some $10 million a year in helping this community meet those standards.

I question whether a local board of education which acted as sponsor would see that as an obligation.

As I pointed out earlier, the need to insure there is widespread community participation means you have to go the extra mile: "Here is a criterion, come and play." There has to be a unit which has a responsibility to the constituency to help meet those standards.

I did not introduce Miss Robbins, Director of Public Affairs, Agency for Child Development, who will be assisting me in answering some of the questions you may ask.

Mr. CORNELL. I noted in your particular case, Mr. Cox, that you mentioned you were afraid of the possibility that the Secretary would find it possible to give prime sponsorship only to large communities in local government. You were fearful this would not happen on your level.

Mr. COX. We feel at the present time that the public schools under contract with us in the city are meeting a very key role and important role. They are not concerned with some of the things in child development that we are concerned with, particularly they have, as in our lesser concern for meeting family needs and the supportive social role that we feel is very important.

When we build this in through a contractual service with them, we feel that gives us the opportunity to insure that they are carrying out their part of the function with the understanding of relating to all the other services that are brought to bear in child care services we are rendering now.

I think the prime sponsorship just outright for public school systems we would be very much opposed to. The local government would be faced with the decision of the public schools saying: "We are applying for this money. Now you elected officials come up with this much matching to put in."

I think it creates their coming back to local government and local government saying: "Here are the things that our community needs and we need to provide the moneys to meet these and now the most appropriate agencies in our community may carry those out."

I would not feel very comfortable by saying there would be presumative prime sponsors or to list them normally as the prime sponsors in this bill.

Mr. **Cornell.** Miss Robbins.

Miss **Robbins.** As an example of the particular services I think you have the possibility of meeting the comprehensive children's special needs that I haven't seen anywhere else in the school system where you may be able to meet the education needs of children.

You might not be able to meet the needs of a working mother, a child in need of more than just the education service, a child that has to be taken to the clinic or something of that sort; the whole social fabric.

The prime sponsor should be the unit of local government expressed here but I also think it gives us a chance to start with the need of the child and family first and see what agency can provide what service in a way that can best meet a total comprehensive child policy.

Mr. **Cornell.** I thought one of the strong points that Miss Fulton brought out was the importance of coordination or integration.

Ms. **Whaley.** I think we have to really do more than just say this service is a comprehensive component of early childhood development and somehow some of the thinking behind the board of education being the prime sponsor that the educational content gets heavily weighted and the other components do not get weighted as heavily as they should, including nutrition and health services.

You take it in its totality, really there is a push for the board of education as the prime sponsor and the delivery of a comprehensive approach to the development of children's education at the moment be just one of the components.

Mr. **Cornell.** I notice that you stress family involvement in your programs in New York.

Ms. **Whaley.** Some of our sponsoring boards that purchase services from us to deliver are all parent boards. Even in those sponsoring boards where there may be a larger mix of communities rather than parents, the parent advisory council has to be elected and be very much a part of the decisionmaking and also a part of the parent process. Both have to be taken into consideration, have the parents involved vis-a-vis their own concerns about how they best provide for their children. It is more than just the advisory rubberstamps.

I am not so sure we are very far apart in our feeling about the local and family council. If there are mechanisms in place that could be duly constituted according to the criterion legislation, I see no reason why they should not come to the local family-child council.

Mr. **Cornell.** As you know from the legislation, the legislation would anticipate a specific council with a large participation of parents.

In my experience, while it has been on the secondary and college level, I have found it very difficult to get parent participation other than just a nominal thing. I think perhaps that is what, Mr. Cox, you had in mind.

Mr. **Cox.** Yes. Under some of the existing programs now they have parent councils as well as other groups and parents advisory groups.

Many of these flow through the State. Actually, the councils wind up being a little more than a rubberstamp. I think that is not adequate.

I think also the realism comes in that quite often there are not many parents that have enough time, particularly if they are working someplace else, to spend the time at the centers because they may be employed. This may not be true in every case.

I think that in different sizes of communities you face different problems. I think this is a point I am addressing and saying in a smaller community, if you have five different programs delivering child care services, to have five different council groups that are meeting all at the same time about the same kind of things is not necessarily the best and the strongest way to have a good child care program, whereas you may wind up with one good group that is a combination of parents and very interested community people that will have a greater impact on your local elected officials than five sorts of groups just meeting a regulation because their names are there and having meetings that have little impact on really getting done your objectives in that community.

I think it is not something you can say it is this way or that but it will have to be adapted to communities because it goes without saying that our problems related to child care and our concerns would probably be addressed in a different way than my friend from New York would address the problems here.

I think that the key point is the involvement of parents to an adequate degree, whatever that might be, in a community; that is necessary. It should not be something that is turned over to the parents and/or just turned over to administrators. There needs to be a good marriage here to make it function.

Ms. **Whaley.** In my experience, what is crucial is that there be a clear delineation of the role and responsibility of the advisory council and that we are able to deliver and they are able to deliver what they are expected to deliver.

Many times the advisory groups requiring parental involvement have promised something they have no intent of fulfilling. That is why you get people disillusioned in the process. They know there is no reason to come out because they have no involvement in the process. If they have a clear demonstration that they are involved, I think you would get a much greater degree of voluntarism on the part of parents in the program.

Mr. **Cornell.** I would presume, too, that there would be more inclination for the parent participation in the program than has been my experience under the secondary and college level.

There was one other thing that I wanted to bring out, this question on the commercial or profit day care centers.

Do you have an opinion on that?

Ms. **Whaley.** Well, if they could get the standards for service, I might not have such a negative response. However, I must say I think the priority ought to be given to those organizations whose track record would indicate they plan to stay in business, whatever the profit or income is. I won't say profit margin because many of us in our program have had to stay in business even though we have not gotten any—we will have to minimize all the services but it will not be a question of whether we will or will not provide services. That is the critical question.

Mr. CORNELL. That brings up another matter.

Do you believe the cities would have difficulty meeting the 20-percent matching requirement as a prime sponsor?

Ms. WHALEY. They may have difficulty but I think the commitment is there. I think as an example even within the crisis that we are having in New York City in terms of our fiscal problems it has not been suggested that the day care program be only Federal funding.

Mr. CORNELL. We did have a hearing here, I believe it was about a month or so ago, when we had a group of whom I think a number of them were from New York City, who were involved in the health care standards and health problems. As I said before, they made 30 cents per child, something of that nature.

Would you approve that?

Ms. WHALEY. We see that family day care provides, not as independent entrepreneurs, but family day care provides teacher-mothers, which is a better term, who are attached to either the agency for child development specifically or sponsoring boards so that they are related then to an entity which has the responsibility for monitoring the programs, monitoring their performance. Clearly, the amount of money given as [inaudible] to the kind that day care provides would not in any way qualify them in the open market as an entrepreneur.

Mr. CORNELL. Mr. Cox, do you want to comment on this idea of the commercial day care operation?

Mr. COX. I would like to back up and comment on the 20-percent matching, if I could.

Title IV–A or title XX, $57 million comes to our State. Approximately $50 million has been matched by local moneys, rather than by State. All we can say is that that is the track record from the State as distinguished from the willingness of the State to match.

I think there would be a commitment and there is a commitment on the part of the local communities to provide 25 percent on this program versus 20 that is proposed.

On the other one, I don't have any particular comment.

Mr. CORNELL. Mr. Hall.

Mr. HALL. Thank you, Mr. Chairman.

I would like to compliment all three of you for your fine statements.

I wonder, Mr. Chairman, if it would be in order for me to go back and clarify a statement I made to the gentlelady from New York. It appears she misunderstood me completely and the thrust of my intent.

I would like to read this statement into the record to try to clarify that.

The gentlelady from New York completely misread or misunderstood the meaning of my statement about the public schools.

My remarks about parent involvement were meant in this light.

Parents, all parents, have traditionally turned to our schools to solve the problems of child growth and development simply because they have felt inadequate to the task and it was not my intention to single out by my remarks untrained parents.

My intent was to show that all the parents are human in this position when it comes to raising and educating their children.

It is my feeling that, on balance, the public schools and local education agencies have served us well and I simply would not want to rule out these agencies as a prime sponsor or their consideration as prime sponsor.

I in no way meant to imply that parents should not be involved or participate in these programs. I wish to be emphatic about my approval of parent involvement. I want the record to show that, Mr. Chairman.

Thank you.

Mr. CORNELL. I think it also should be noted that under subsection 504, subsection A, it says:

> Nothing in the act should be construed to infringe on or usurp the legal right or responsibility of the parent or guardian who seek the moral, fiscal, or other development of the children. Formal consent shall be required of parents or guardians for any child to be subject to any research or experimentation. Similar understanding and prior consent shall be obtained in the case of phychological examination.

I am not sure what group or groups are involved in opposing this legislation but we assume, of course, from their attacks that they believe the Government is usurping the right of the parents. That, of course, is not the case at all.

Any other observations?

Thank you very much for your statement.

At this point I order printed all statements of those who could not attend and other pertinent material submitted for the record.

[The material referred to follows:]

THE PRIME SPONSORSHIP PROVISIONS
OF THE
CHILD AND FAMILY SERVICES ACT OF 1975

A statement of the Task Force
of the Early Childhood Project
of the Education Commission of the States

submitted to the Senate Subcommittee
on Children and Youth

June 16, 1975

The following statement is submitted by the Task Force of the Early Childhood Project of the Education Commission of the States. The Task Force has, since 1971, been concerned with assisting states in their efforts to improve the coordination of programs and services for young children and their families. Since 1971 there has been a considerable amount of change at the state level in this area. The concept of a state office of child development, to serve the coordinative function, is receiving increased attention and support from governors, legislators and state officials across the country.

It is in the interest of supporting these efforts at the state level that the Task Force is submitting this statement concerning the prime sponsorship provisions of the Child and Family Services Act of 1975. In presenting testimony on the Act at a joint hearing in February, Governor Jerry Apodaca of New Mexico, Chairman of the Task Force, expressed our wholehearted support of the objectives and the basic concepts of the legislation you have under consideration, and we commend the sponsors for its introduction again this year.

The final appropriations for any piece of legislation determine, of course, how many individuals will receive assistance. But the nature of the assistance they receive is a function of the legislation itself -- its basic objectives, its programmatic content and its administrative provisions. In terms of basic objectives and programmatic content, the Child and Family Services Act is truly outstanding. We know that years of dedicated effort on the part of the Congress have gone into making this a comprehensive piece of legislation and one which recognizes the importance of the family in the planning and provision of programs and services for very young children.

We were pleased to note, however, that the bill's authors have said that the proposal is "not etched in stone," because we do have reservations concerning the administrative provisions of the Act.

We refer specifically to the prime sponsorship provisions. Under the Act, the Secretary of Health, Education and Welfare is required to approve prime sponsorship applications submitted by a city, a county, other untis of local government, or by a combination of such localities -- provided certain requirements are met. The Secretary is also required to approve prime sponsorship applications submitted by a state, except for areas in which local prime sponsors have been or will be otherwise designated.

We have several concerns about these provisions. First, we are concerned that competition between localities for available funds would not be conducive to comprehensive planning for the community as a whole. The majority of our population lives in large metro areas composed of urban and suburban communities. It is a fragmented structure in which comprehensive planning, metro-wide, is seldom attempted. Competition for limited federal funds would be more likely to lead to divisiveness than to coherent local planning.

Second, we are concerned about regional and statewide planning. Because there will not be enough funds to provide all of the services that are needed, funds must be targeted. The funding formula in the Act is designed to direct funds within the state towards economically disadvantaged groups and towards single parent families and families with working mothers.

The Task Force strongly believes that children should not be segregated in child care programs on the basis of income. Certainly, those with the greatest need should receive top priority, but an effort should be made to include a variety of children in the programs that are offerred. Planning at the state and regional level, as well as at the local level, are essential if the economic segregation of children is to be avoided.

In the last four years the states have made -- and are continuing to make-- significant progress in creating mechanisms to plan and coordinate the delivery of services for very young children. Four years ago, only one state had addressed the problems of planning and coordination by creating an office of child development. Today, 16 states (Alaska, Arkansas, California, Hawaii, Idaho, Louisiana, Massachusetts, Mississippi, North Carolina, South Carolina, Tennessee, Texas, Utah, Vermont, Washington and West Virginia) have in operation an office of child development or its equivalent.

And there is growing awareness among the states of the need for a state office of child development, an office for children, an interagency council, an office of child and family services -- whatever name is used. In at least 11 additional states (Arizona, Colorado, Iowa, Kentucky, Michigan, Minnesota, Nebraska, Ohio, Oklahoma, Oregon and South Dakota) significant interest has been shown in moving in this direction.

The states are increasingly providing funds for programs and services for preschool-aged children. Thirty-eight states provide funds for services such as medical and dental care, nutritional programs and programs for handicapped children. Twelve states (California, Connecticut, Georgia, Maine, Pennsylvania, South Carolina, Tennessee, Vermont, Washington and West Virginia) provide support for prekindergarten programs.

In the 16 states where state offices of child development are currently in operation, some emerging patterns of operation and responsibility are of interest. In most instances, these state offices are responsible for needs assessment and planning and for policy formulation. They are responsible for coordinating the delivery of services but not for actual program operation. In most states, the state office of child development works within a framework of local child development councils.

We would not have you believe that in every instance the existing state offices are working out to perfection. All are relatively new arrivals on the state government scene. As such, they face a constant struggle for survival: (1) in obtaining adequate funding and staffing; (2) in gaining acceptance of their coordinating role by long-established state agencies that deliver the services which the state office seeks to coordinate; (3) in dealing with opposition from local programs, funded directly by the federal government, that see state coordination of programs as a threat; and (4) in meeting federal requirements that tend to defeat comprehensive planning and coordination of service delivery.

The point is that the states are moving in a positive way to improve the quality of services for very young children and their families and to provide better delivery of those services to the people who need and want them.

We are committed to the concept of local involvement. The ECS Early Childhood Task Force has recommended that states develop a system of local child development councils, with parent participation, responsible for developing community-based programs. Several states are actively pursuing this objective. In Massachusetts, for example, the Office for Children has established 39 Councils for Children throughout the state. In Mississippi, a working system of local and district councils is in place in that state's Appalachian counties.

Given a demonstrated commitment on the part of the states to achieve the basic purposes of the Child and Family Services Act and a willingness to proceed along the lines specified in the Act, we suggest that the federal government recognize the value of state efforts and state leadership by assigning to them a major role in making the Act work. We are appreciative of the provisions of Section 108, which provide incentives to the state to provide for better planning and coordination, but the Act, as it is presently written, would do more to impede progress than it would to encourage it.

We would suggest that the legislation be revised in such a way as to give the states the first opportunity to be prime sponsors -- rather than opening it up to units of local government and providing for state prime sponsorship only as a secondary alternative.

We would accept the requirements specified in the legislation that states submitting prime sponsorship applications must meet. We would ask that assurances be included that state Child and Family Services Councils be held accountable to local communities -- both in the development and implementation of a state plan. And recognizing that not every state would be willing to meet the specific requirements included in the Act, or might not be sufficiently committed to the concepts embodied in the Act, we would recommend that states be given a deadline to submit applications. Where states failed to meet the deadline, prime sponsorship should be opened up to localities as presently set forth in the Act.

In making these suggestions, we are very much aware of the lack of confidence of some members of the Congress and individuals in the states in the capacity of the states to properly manage programs directly funded by the federal government. And we are willing to concede that, regrettably, that distrust is not wholly without justification. Federal programs that bypass the states in favor of dealing directly with local entities came into being because the states would not accept their responsibilities.

That may still be the case in some states. But you should know that in many states there is a new awareness and a willingness to act on the part of governors, legislators and state agency officials. And the states do have the capacity -- in the areas of planning, budgeting, program operation, monitoring and evaluation -- to do a first rate job in the delivery of services. Increasingly, state agencies involved in child development programs are staffed with highly capable professionals.

Given the changing attitude of policymakers in many states; given the capacity of agencies in many states to effectively plan and manage human service programs such as those envisioned in this legislation, we suggest that the states be given the first opportunity to become prime sponsors under the Child and Family Services Act.

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FM GA STATE GOVT TELEX 542534 7-15-75
TO HONORABLE WALTER MONDALE CHAIRMAN
SENATE CHILDREN AND YOUTH SUBCOMMITTEE
UNITED STATES SENATE
WASHINGTON D. C. 20510
BT

I URGE THAT PUBLIC SCHOOLS NOT BE DESIGNATED AS THE PRIME SPONSOR FOR THE ADMINISTRATION OF THE FUNDS PROVIDED BY THE CHILD AND FAMILY SERVICES ACT OF 1975. I DOUBT SERIOUSLY THE ABILITY OF THE PUBLIC SCHOOL SYSTEM TO ADMINISTER COMPREHENSIVE SERVICES FOR CHILDREN EFFECTIVELY AS THE PROVEN CAPACITY OF MANY OTHER HUMAN RESOURCE AGENCIES. THE GEORGIA DEPARTMENT OF HUMAN RESOURCES IS PRESENTLY ADMINISTERING CONTRACTS TOTALING OVER SIXTEEN MILLION DOLLARS FOR DAY CARE PROGRAMS THAT PROVIDE HEALTH SOCIAL NUTRITIONAL AND EDUCATIONAL SERVICES TO 10 000 CHILDREN. THIS LEGISLATION SHOULD PROVIDE EQUAL OPPORTUNITY FOR DIFFERENT HUMAN SERVICE AGENCIES TO ADMINISTER COMPREHENSIVE CHILD CARE PROGRAMS.

(SIGNED) JIM PARHAM
COMMISSIONER
GA DEPT OF HUMAN RESOURCES
NNNN
@WU US HOUSEOFREP

SPARK M. MATSUNAGA
1st District, Hawaii

Washington Office:
442 Cannon Building
20515

Honolulu Office:
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96813

Congress of the United States
House of Representatives
Washington, D.C. 20515

DEPUTY MAJORITY WHIP

MEMBER
COMMITTEE ON RULES

STEERING
AND POLICY COMMITTEE

CHAIRMAN, SUBCOMMITTEE
OF SELECT
COMMITTEE ON AGING

June 27, 1975

Honorable John Brademas, Chairman
Subcommittee on Select Education
Committee on Education and Labor
U. S. House of Representatives
Washington, D.C. 20515

Dear John:

As you know, Hawaii Governor George Ariyoshi had tentatively planned to testify before your Subcommittee during its recent hearings on child care legislation.

Because of scheduling conflicts, the Governor was unable to appear personally, but he has asked that his testimony on the subject be included in the hearing record. I am enclosing a copy for your use in that regard.

I believe you will find Governor Ariyoshi's statement to be an excellent analysis of the progress individual states can make in this vital area of legislation.

Thank you for your cooperation.

Aloha and best wishes.

Sincerely,

Sparky

Spark Matsunaga
Member of Congress

Enclosure: Copy of testimony

Statement of
Governor George R. Ariyoshi
State of Hawaii
Honolulu, Hawaii 96813

on S.B. 626 and H.R. 2966
The Proposed Child and Family Services Acts of 1975

In behalf of the people in the State of Hawaii, I wish to extend our State's full support of the proposed "Child and Family Services Acts of 1975." We are indeed grateful to Senator Mondale, Congressman Brademas, and other distinguished members of the joint committees who, in their wisdom, formulated and continue to persevere for the enactment of this legislation.

These proposed Acts will provide all states with a monumental thrust towards preventive programs as we continue to labor to make effective our corrective and remediation programs. Further, this legislation will promote coordination among the hundreds of agencies involved in services to children and families. I should also emphasize that these Acts have the real and impactful potential to strengthen the stability and dignity of the family unit by providing children and their families with the needed support resources which individual states, thus far, have not been able to provide.

Our own State of Hawaii has the dubious distinction of outranking at least 45 states in the cost of living. This economic condition contributes to Hawaii having the highest proportion of working mothers in the nation, doubling in number during the 20-year period, 1950-70. This results in 40% of Hawaii's children, birth to four, being cared for in settings other than with their mother or father. This trend of increasing numbers of working mothers in Hawaii is expected to continue and we are gravely concerned with child care of the very young, after-school care of our school-age children, and the urgent need for families to receive support services to cope with the demands inherent to single-parent and "both parents"-working families. These concerns, we are sure, are shared by all other states, and we are indeed encouraged by the foresight of our Congressional members who serve in these subcommittees.

In preparation for this legislation, the State of Hawaii heightened its efforts in early childhood. I am pleased to report the following which will give you, I believe, examples of our readiness to effectively, efficiently, and economically implement the "Child and Family Services Acts of 1975."

1. A comprehensive description of a Theoretical Model of an Early Childhood Education Program which identifies program requirements for comprehensive services to children and their families including the components of health, nutrition, medical, social services, parent involvement and education, and teacher education.

2. Basic data collection documents, A Study on Early Childhood Education in Hawaii, from birth to age 4; and Child Care in Hawaii: An Overview.

3. A Curriculum Guide for Early Childhood Education, Ages 3-8, a 300-page comprehensive document which has received statewide distribution to all public and private agencies involved in educational services to children.

4. A Handbook of Assessment Instruments for Early Childhood Education to provide a resource which will assist personnel to measure children's growth.

5. A seven-year master plan, A Plan for Early Childhood Education in Hawaii for the 4-year-old and younger which will be the education component of our State's master plan for comprehensive early childhood services, in process of development in the Office of the Governor.

These efforts are admittedly only the beginning steps and effective implementation where it counts--to children and their families and consequently, to our society, will be slow and difficult without the enactment of the "Child and Family Services Acts of 1975." In behalf of the people of the State of Hawaii, I urge your continued perseverance for successful enactment of these Acts.

WILSON RILES
Superintendent of Public Instruction
and Director of Education

STATE OF CALIFORNIA
DEPARTMENT OF EDUCATION
STATE EDUCATION BUILDING, 721 CAPITOL MALL, SACRAMENTO 95814

July 2, 1975

The Honorable John Brademas
Chairman, Subcommittee on
Select Education
Rayburn House Office Building
Washington, DC 20515

Dear John:

I regret very much that I was unable to present my testimony on your Child and Family Services Act in person on June 16. I would like to submit the attached statement as an expression of our strong support for the Child and Family Services Act as well as some recommendations for changes which we feel would strengthen the Act.

As you know, we in California have developed a dynamic, diverse system of child care and child development services. As further background information to supplement the prepared statement, I am also enclosing various informational materials which will give you more detailed descriptions of our existing programs.

I applaud your continued dedication and hard work in support of the concepts and programs embodied in the Child and Family Services Act. I, my staff, and countless citizens in California strongly support your efforts, and if I can assist you further in any way possible, please do not hesitate to call on me.

Sincerely,

Wilson

WILSON RILES

Enclosure

STATEMENT BEFORE THE SENATE SUBCOMMITTEE ON CHILDREN AND YOUTH AND THE HOUSE SUBCOMMITTEE ON SELECT EDUCATION OF THE CONGRESS OF THE UNITED STATES

By the Honorable Wilson Riles,
Superintendent of Public Instruction
State of California
June 16, 1975

Mr. Chairmen and Members of the Subcommittees:

I am delighted to have this opportunity to provide you with information on the major highlights and accomplishments of California's Child Development Programs, and to share with you some of my thoughts about ways in which the proposed Child and Family Services Act of 1975 could be enhanced to enable us to more effectively provide services to families and young children.

Introduction

I know that you have heard much testimony during the past few years in your efforts to spearhead a national commitment to services for families with young children. I will keep my statement brief and simply highlight some of my thoughts and recommendations. As additional background on California's Child Development Programs, my staff has provided a complete informational packet to members of the Subcommittees.

At the outset I want to point out exactly what the term "child development programs" means to us in California. Child Development programs include both preschool programs and child care services, primarily for children below school age. Often these programs are confused with California's exciting effort to reform and revitalize elementary schools through our Early Childhood Education effort. In many states, Early Childhood Education often refers to preschool, or child care, or kindergarten; but in California Early Childhood Education is operated by school districts for children in grades K-3.

Let me say initially how important and well received your efforts are to us in California since we are currently riding the crest of statewide interest and commitment to high-quality, comprehensive child development programs. In the past year, the Department of Education has consulted with numerous groups and individuals involved in the child development field. In attempting to coalesce the statewide reactions and opinions on child development issues, I have found intense public commitment to developing a vastly expanded network of child development programs.

The message that comes through repeatedly from groups and individuals advocating child development services in California is that young children are a resource that California and our nation cannot afford to waste. A strong commitment to nurturing this invaluable resource must be made at the national level, and sufficient resources to meet this commitment must be made available. Countless groups and individuals in California echo your power advocacy for exemplary child and family services. We in California are in strong support of your Child and Family Services Act and will make every possible effort to assist you in securing its enactment.

Child Development Needs in California

Your efforts in the area of child and family services mark a watershed in our nation's thinking about services to young children. In recent years, the need for child development programs has surged forward to become a major national, political and social issue. But amidst this rampant popularization of child care as a social good, it is important to understand some of the factors that have combined to vastly increase the need and demand for child development services.

The first factor has been the enormous increase in the number of women with young children entering the labor force. Recent statistics show that nationally, more than 12 million mothers of school-age children are employed. This figure is more than 50 percent of all the mothers in the United States. When we turn to the figures on mothers of children under the age of six, we find that more than 4-1/2 million women, or nearly 33 percent of all mothers of children under six, now participate in the labor force. Of those 4-1/2 million working mothers, 350,000 of them are in California, where the data shows that nearly 25 percent of all mothers of preschool-age children are employed.

While the influence of the women's movement and the desire of more women of adequate economic means to seek fulfilling careers outside the home has certainly had a major impact on the need for child care, statistics show that the preponderance of mothers go to work for clearly economic reasons. Some figures on the economic well being of families in which the husband is present and working, the wife is present and working, and who have children under six, are startling indeed: In 7 percent of these families, where the mother is not able to seek employment, family income would drop to less than $3,000 per year, far below the accepted national poverty level. In another 66 percent of these families, if the mother's earnings were subtracted, the family income would be less than $10,000 per year, an income figure that is certainly still marginal, especially in these times of rampant inflation. Thus, in a remarkable 74 percent of families with children under the age of six, and with both parents employed, the mother's earnings are absolutely essential to the economic well being of the family, and provision for adequate child care becomes a bare, economic necessity.

The second group that has contributed to the rising demand for child care has been the single-parent family, where nationally about one million widowed, separated or divorced mothers of children under the age of six participate in the labor force. Here in California these working mothers number more than 50,000. The economic demands on these mothers are even more striking. Statistics show that despite their earnings, more than 50 percent of these families are living below the accepted national poverty standard.

The third factor in the increasing demand for child care services has been the recent effort to use child care as a support service to enable mothers receiving welfare payments to seek training and employment. In recent years, the misconception of the welfare mother as a malingerer content to maintain herself and her children on public assistance has finally been dispelled. The fact is that surveys show that nearly 60 percent of these mothers are more than willing, able, and even eager to seek fulfilling careers outside their homes if adequate, convenient child care services were available. This need has led to programs such as the federal Work Incentive Program (WIN), through which welfare recipients may enter work or training programs and be provided with funds to pay for child care services.

Although most mothers of young children seek employment outside the home for economic reasons, there are other compelling considerations in their choice of child care facilities and services for their children. In past years it was assumed that if child care facilities consisted of comfortable, custodial care, that was sufficient. However, during the late '50's and through the '60's, research on child development began to reveal powerfully that the preschool years, ages one through six, were particularly critical to the child's social and cognitive development.

Brief Background on California's Child Development Programs

California has long been extremely active in advocating and providing quality child care and child development programs. Through years of effort by committed groups and individuals, parents, legislators, the State Department of Education, and various other organizations and agencies, a wide variety of preschool and child care programs have been brought together under the philosophy and practices of child development.

In California, child development programs include two types of comprehensive programs with a strong educational component: State Preschool Programs and Child Care Services. The State Preschool Program is a part-day program providing a wide array of developmental services with emphasis on preparation of young children for successful entry into the formal school program. Child care services are primarily full-day programs which offer educational, as well as health, nutrition, social services and other components to provide a healthy and stimulating environment for the child while the parents are working or enrolled in work-training programs. California's programs are described in detail in the paper entitled "Description of California's Child Development Programs," which is included in the briefing packet distributed to members of the subcommittees.

California currently serves more than 75,000 children in child development programs. The State Preschool Program enrolls nearly 20,000 children, while child care services are provided to more than 55,000. In recent years, strong citizen and legislative action has combined to promote child development as a major statewide issue. These advocacy efforts have focused primarily on expansion of high quality, comprehensive services and on increased coordination of the services planning and delivery system. In the past three years alone, the number of places in child development programs has increased by more than 40 percent.

In attempting to coordinate and consolidate this array of programs meeting various special needs, the Department of Education has made special efforts to retain program diversity so as to insure a broad variety of programs from which parents may choose. This program diversity becomes especially important in view of the vast unmet need for publicly subsidized child care. Since 1972, we have been able to work productively with private agencies, school districts, city and county governments, and a variety of other agencies to create the most extensive and diverse array of child development programs in the United States.

These programs are sponsored by more than 480 agencies, of which nearly 45 percent are private, nonprofit community-based organizations. The combined state and federal resources devoted to these programs now approaches $100 million. I have always believed in the desirability of a broad mix of public and private agencies offering child development programs in California's communities. I strongly feel that this approach allows us to capitalize on the unique dynamics and capabilities of these communities to provide the very best possible programs for young children within the scope of state and federal requirements.

Legislative efforts culminated in the passage of the California Child Development Act of 1972 which mandated a comprehensive services approach to child development, and located administrative and program responsibility in the State Department of

Education. The Department fills an administrative and coordinating role for child development programs, and maintains a strong commitment to advocating further expansion of child development services. Despite recent increases in all types of services, public demand for preschool and child care continues to increase. Our recent estimates of demand for services in California show an immediate need for over 35,000 new preschool program places, and for an astounding 140,000 new child care places.

Comments on the Child and Family Services Act

I want to emphasize that the Department of Education is in strong support of the programatic and funding commitment to the development of young children contained in the Child and Family Services Act. The Department believes that this act could represent the kind of landmark legislation that is needed to establish a firm national commitment to child development programs. The long range funding commitments, emphasis on the child as well as on the family unit, provision for programs to meet special need categories and the comprehensive services approach, are all most encouraging and innovative in national legislation, especially since this is the kind of service approach that California has been trying to foster in its State Child Development Programs.

Also encouraging are the provisions that permit capital expenditure for renovation and construction of badly needed child development facilities. Although California has been highly responsive to the need for expanding child development programs, a severe limitation in starting new programs has been the unavailability of capital outlay funds for public and private agencies through the Social Security Act, Title IV-A and other federal funding sources. Because most of these programs require state matching funds, state dollars have also been unavailable to build new, well-equipped facilities or to remodel existing facilities for child development programs.

Recommendations - State Administrative Flexibility

In light of this strong support, I would like to offer some recommendations which I believe would enhance the effectiveness of the Child and Family Services Act. I strongly believe that the Act should permit maximum state flexibility in determining the policy, administrative and implementation strategies for carrying out the provisions of the legislation. In past years, California has built strong public support for child development programs, and has created a delivery system that now provides significantly more child development services than any other state in the nation.

There is now a strong feeling throughout the state that federal legislation should not be prescriptive in defining policy and administrative arrangements through which California implements the Child and Family Services Act. I would recommend that provisions of the bill allow that each state legislature, with extensive public input, comment, and reaction, have the opportunity to decide on the most effective mechanisms for delivering child development services within each state.

Waiver of Mandated Planning Period

We in California will stand accountable for fully implementing programs in accord with the intent of the law, but I strongly feel that we should be given as much latitude as possible to build on the fine base of programs we have established. Proposed sections of the act currently mandate an extensive planning period before operational programs are initiated. I am certainly convinced that effective program planning is necessary at all levels. However, if California and other states have already conducted comprehensive planning efforts, I believe we should be permitted to move ahead with additional services programs immediately, rather than waiting through one or two planning years.

California is acutely aware of the need to maintain a healthy diversity in program approaches in sponsoring agencies. But because this diversity already exists in California's system, effective coordination is critically important in molding these resources into a coherent delivery system. For these reasons, I feel that each state, through its legislature, should be permitted the flexibility to judge the current status of child development programs and determine the policy and administrative responsibility within the state accordingly.

Mandated Advisory Councils

Further, I am extremely concerned about sections of the Act which impose a single prescriptive method of incorporating parent and citizen involvement through a series of Advisory Councils. We in California pioneered strong parent and community involvement in government programs through compensatory education and most recently through our Early Childhood Education effort, which requires that, by law, parents and community people be directly involved in the planning, implementation and evaluation of each school's program. We're deeply committed to citizen involvement, and we've carefully worked out and refined proven strategies to accomplish it. I strongly feel that this legislation should recognize these past efforts and allow us to build on existing citizen involvement mechanisms, rather than requiring creation of yet another advisory council structure.

Universally Available Child Development Services

A number of our other concerns about the Child and Family Services Act also revolve around the principle of state and local flexibility in assessing need, determining service priorities and designing implementation strategies.

There is now a strong consensus in California in support of universal access to high-quality child development programs for all families who need or desire these services. Studies have shown again and again the damaging effects of stigmatizing families and children by labeling and separating them as "welfare" or "poverty" cases, and I applaud your efforts in this Act to broaden eligibility for services.

But of course it must be recognized that until our goal of universal services is within reach, initial funding limitations will require setting a series of eligibility priorities. Here I believe it necessary that within the intent of the Act, and within very broad federal regulations, California should retain responsibility for targeting limited resources in direct response to locally assessed needs and service priorities.

State Flexibility in Setting Priorities for Services

In addition to flexibility in determining administrative procedures and service priorities, I would recommend that states be given the latitude to combine the vast array of categorical federal child care and child development programs within one comprehensive state plan. One problem with the current array of categorical programs at the federal level has been the variation in eligibility requirements for each. This often creates a situation where program funds directed at essentially the same goal must be targeted at different groups of families and children, sometimes based on only minor differences in income or family status.

I believe that each state should have the opportunity to blend categorical federal programs into the total mix of resources available to each state and assign program eligibility criteria accordingly. Until sufficient funding is available to meet our ultimate goal of universally available child development services, priorities will have to be set, and I believe that each state is in the best position to assess needs and define priorities consistent with federal legislation and through a state planning process.

Consolidation of Federal Programs for Families and Young Children

As a further general goal, I would strongly advocate the consolidation of all federal programs for young children into a single comprehensive program. As a study by the Appalachian Regional Commission reported in 1971, there are more than 310 federa[illegible]gorical programs affecting young children. For example, in California, Title IV-A of the Social Security Act now provides some $47 million for child development programs. While the Child and Family Services Act would certainly be a welcome addition to this mix of resources, it would still become a separate categorical program subject to an array of exclusive program regulations and guidelines.

Recent efforts in California have been devoted more and more to coordinating and melding this array of services to insure the most coherent planning process for all services to families and young children. These efforts would be aided significantly by efforts at the federal level to merge all categorical programs relating to child development into a single umbrella program. In this way state efforts could be redirected into the critical areas of needs assessment, program planning, evaluation, and monitoring and research, to determine the most effective program approaches and to install these approaches throughout each state.

In summary then, I would recommend a federal commitment which includes:

1. The widest possible education, discussion and debate on the Child and Family Services Act of 1975 with emphasis on building an active national coalition in support of a federal policy and funding commitment to comprehensive early child development. The California Department of Education and its constituent groups are anxious to lend support to this process.
2. Appropriate amendments to the Child and Family Services Act to provide for maximum state flexibility in determining the policy, administrative, citizen participation and other implementation strategies for carrying out the Act. This flexibility should specifically include, as described above, state options in targeting services, determining eligibility for services, scope and timing of planning, state level consolidation and coordination of federal categorical programs.

Conclusion

I would again like to emphasize my sincere interest in being a part of continuing discussions and public debate on this Act. I and my staff have been in constant contact with a wide variety of interested individuals and groups in an effort to elicit comments and support for child development issues generally, and for the Child and Family Services Act, specifically. I see the continuation and eventual culmination of this process as extremely productive in building support for eventual legislation directed toward the goal we all must share; the sound, healthy, educational nurturing and development of the young children of this nation.

1436

DESCRIPTION OF CALIFORNIA'S
CHILD DEVELOPMENT PROGRAMS

California State Department of Education
Sacramento, CA.

Wilson Riles, State Superintendent of Public Instruction

June 1975

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The California State Department of Education administers two major programs within the definition and concept of early childhood education. The two programs are Early Childhood Education, commonly referred to as ECE, and Child Development (Chart 1).

Early Childhood Education Program Definitions

The Early Childhood Education (ECE) Program was authorized by SB 1302 in 1972. It is a program within the public school system of California and is designed to serve children in kindergarten through third grade. The program is in the middle of its second year of operation. It is funded completely by the California State General Fund. The program's goal to enhance the unique learning opportunities in the early years of a child's life is accomplished through restructuring the primary grades in the public school system. One-half of the programs are in schools designated as most disadvantaged within their respective districts. The program must have articulation with any and all funding sources in each ECE school. Each elementary school with an ECE program submits its annual educational plan to the Department of Education and the plan is judged on its written merits as well as by on-site visitations by Department personnel. Each school with an ECE program is assessed regarding pupil achievement, program planning, and degree of plan implementation.

The other early childhood education program administered by the Department is a series of Child Development Programs. These Child Development Programs and responsibilities are categorized as: (1) Preschool Programs, (2) Child Care Services Programs, and (3) Federal Programs Articulation. The programs have been authorized for a number of years by various pieces of legislation, but most recently the

CALIFORNIA STATE DEPARTMENT OF EDUCATION

EARLY CHILDHOOD EDUCATION PROGRAMS

CHILD DEVELOPMENT
(Authorized by AB99/72, AB451/73 & AB1244/73)

1. PRESCHOOL PROGRAMS
2. CHILD CARE SERVICES
3. FEDERAL PROGRAM ARTICULATION

EARLY CHILDHOOD EDUCATION

1. PUBLIC SCHOOLS
2. KINDERGARTEN THRU PRIMARY GRADES (K-3)
3. AUTHORIZED BY SB 1302/72

CHART 1

entire package of Child Development Programs was constituted under the California Child Development Act (AB 99), Chapter 670, Statutes of 1972. Also, the programs were modified and reauthorized by AB 451 and AB 1244, both of 1973 (Chart 2).

The preschool programs are designed as part-day educational programs to meet the specific needs of disadvantaged children. The program is designed to serve the most disadvantaged children as defined in California's Education Code, and the program also provides auxilliary services similar to those required for all child care service programs.

The preschool programs are funded by a minimum of three sources. The State Preschool Program is funded completely by the General Fund of California. There are some preschool programs funded by the Educationally Disadvantaged Youth Program section of SB 90, Statutes of 1972, which was a massive school financing measure in California, and, Title I of ESEA has also sponsored preschool programs.

The child care service programs are full-day services and have a requirement that the parent is either in a work-training program or is employed and needs child care services to maintain employment or training. The entire program is closely linked to the Aid For Dependent Children program as is required for federal funding participation.

There are six types of child care services programs in California which have been historically identified by particular designators, e.g., *Children's Centers*, *Migrant Child Care Centers*, etc. *Children's Centers* have been in existence in California since 1943 and these programs are operated primarily by local school districts. *Migrant Child Care Centers* are programs in government-subsidized housing units within various counties in California. The programs are administered by the county superintendents of schools in most instances and funding is from the California State General Fund, Title IV-A of the Social Security Act and ESEA, Title I.

CHILD DEVELOPMENT PROGRAMS

1. PRESCHOOL PROGRAMS
    - a. State Preschool
    - b. SB 90/72, EDY
    - c. ESEA, Title I

2. CHILD CARE SERVICES
    - a. Children's Centers
    - b. Migrant Child Care Centers
    - c. County Contract Centers (Community-Based Centers)
    - d. Innovative Programs
    - e. Campus Children's Centers
    - f. County Welfare Department Contracts
    - g. Pilot Study (1974-76)
    - h. School Age Parenting and Infant Development (SB1860/74)

3. FEDERAL PROGRAM ARTICULATION
    - a. Head Start
    - b. Housing & Community Development
    - c. Comprehensive Employment & Training Programs
    - d. Public Employment Programs
    - e. Work Incentive Programs
    - f. Local Government's Revenue Sharing

CHART 2

Community-Based Centers is a designation for approximately 100 programs started since 1971 under an authorization which was part of the California Welfare Reform Act. These contracted centers are mainly private, nonprofit community-based administrative organizations serving federally eligible families and their children.

Innovative Programs were started in 1973 as an outgrowth of funding made available by California's Child Development Act. These programs were designed to test different kinds of administrative arrangements for child care programs. Some of these arrangements include satellite homes to larger centers, late evening or night shift services, and other types of administrative arrangements.

California also has a *Campus Children's Center Program* which is supported 25% by the local college or university campus agency and, in most programs, 75% by the California State General Fund. These programs operate on or near campuses of California's community colleges, State universities or the University of California system.

There are a number of *Vendor Payment Contracts* between the California Department of Education and local county welfare departments to provide child care services on a vendor payment basis. The contracts exist so that a county welfare department may issue a voucher to the parent or pay a particular vendor for child care services for an AFDC family in need of such service.

Also, within the child care services programs administered by the Department is a special Pilot Study authorized by the Legislature in 1973. This Pilot Study is operating in one California county, Santa Clara, and its principal function is to test an administrative design and assess all of the child care services in the county. The study is for three years and it is due for completion on June 30, 1976. The California State General Fund provides full funding for this program, which includes $2.7 million to support direct programs for children.

Another child care services program is a program established by special legislation which was passed and signed by the Governor in 1974, and designated *School-Age Parenting and Infant Development.* The State of California made $600,000 General Fund monies available to provide a program in the secondary schools for school-age parents. The program is four-pronged; legislation authorizes infant development child care services during the time the school-age parent is finishing her high school education, which is the second thrust of the program. Thirdly, pregnant minors are permitted to attend the class for parenting education; and finally, boys as well as girls are encouraged to take the school-age parenting class as an elective course in high school.

The third major responsibility in Child Development Programs is federal program articulation. There are at least six federal programs which do not "pass through" the California State Department of Education but have a significant impact on local community child development services. These programs include the federal Head Start program which includes part-day educational as well as full-day child development and care services. There are five other federal programs which have similar impact and these are Housing and Community Development Act programs, Comprehensive Employment and Training Act programs, Public Employment programs, Work Incentive programs and Local Government Revenue-Sharing programs.

Administrative Structure

Child Development Programs are administered in the State Department of Education by the Child Development Programs Support Unit. (The administrative structure is displayed by Chart 3.) The Support Unit is responsible to the Associate Superintendent for Elementary Programs. This, in California, is an age-span responsibility; the Associate Superintendent is responsible for all programs in his age span; in this particular case, it is infancy through sixth grade. This Unit is headed by an Assistant Superintendent for Child Development Programs. The

CALIFORNIA STATE DEPARTMENT OF EDUCATION

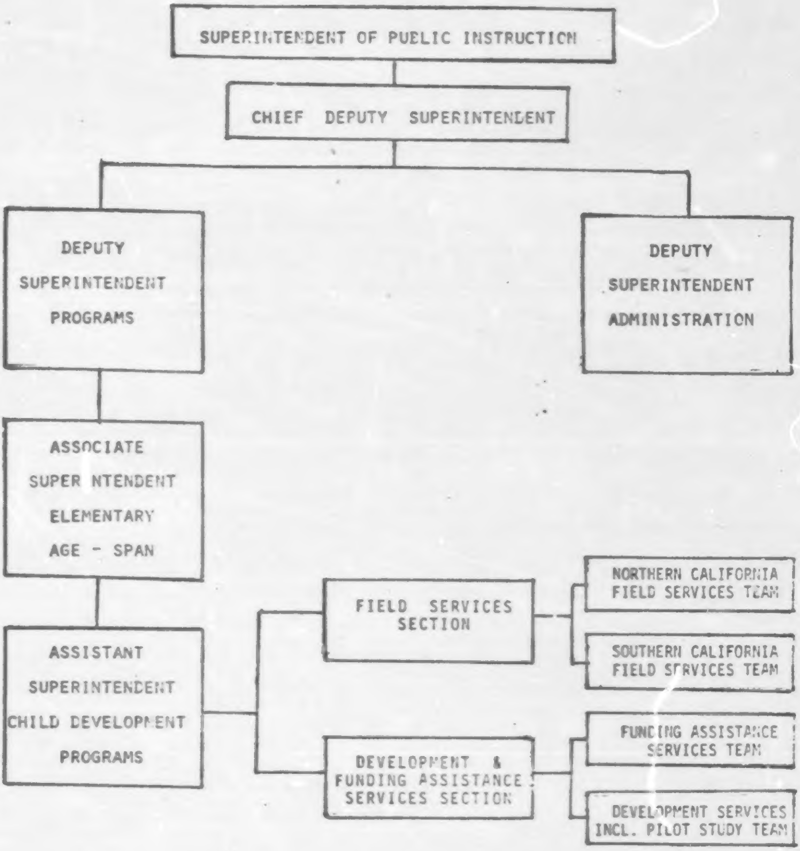

SUPERINTENDENT OF PUBLIC INSTRUCTION
CHIEF DEPUTY SUPERINTENDENT
DEPUTY SUPERINTENDENT PROGRAMS
DEPUTY SUPERINTENDENT ADMINISTRATION
ASSOCIATE SUPERINTENDENT ELEMENTARY AGE - SPAN
ASSISTANT SUPERINTENDENT CHILD DEVELOPMENT PROGRAMS
FIELD SERVICES SECTION
DEVELOPMENT & FUNDING ASSISTANCE SERVICES SECTION
NORTHERN CALIFORNIA FIELD SERVICES TEAM
SOUTHERN CALIFORNIA FIELD SERVICES TEAM
FUNDING ASSISTANCE SERVICES TEAM
DEVELOPMENT SERVICES INCL. PILOT STUDY TEAM

CHART 3

Support Unit has two principal administrative sections--one, Field Services for professional and technical assistance to all agencies under contract with the Department, and Development and Funding Assistance, which is responsible for program and regulation development as well as staff assistance on fiscal matters. Each of these sections is divided into two administrative units: (1) the Northern California Field Services Team which is responsible for the northern 48 counties, and (2) the Southern Field Services Team which has administrative responsibility for the remaining ten southern counties.

The Development and Funding Assistance Services Section is split between the Funding Assistance Services Team and the Development Services Team which also includes administrative responsibility for the Pilot Study in Santa Clara County. These functions are explained in more detail on page 23.

Program Components

California's Child Development Act mandates programs with an educational base and also dictates that California shall make maximum use of all federal funds in support of these programs. California has continuously sought and utilized all available federal funds for these programs. The federal funding source for child care services is primarily Title IV-A of the Social Security Act and its amendments. The use of federal funds dictates that California programs adhere to the Federal Interagency Day Care Requirements, as a minimum, as well as applicable state and local statutes, regulations and ordinances. Each public or private agency under contract with the Department of Education for child development programs is required to implement various components within each program. The comprehensive components are designed to serve each child and his or her family registered in the program.

All child development programs are required to contain a minimum of eight required components. These components are designed to ensure that each family and child are afforded the utmost opportunity to attain full development and access to services.

The required components (see Chart 4) are educational development, which provides infant stimulation, preschool-age readiness activities, and before and after school educational supplemental activities for school-age children. Each educational development component must be specifically designed to meet the individual needs of children in the program. Small group activities may be utilized for children with similar needs. The educational development component is required by California statute and it is of prime importance to the Department of Education. This sets California's child development program distinct and apart from other states which may not have such a component or a mandate for comprehensiveness.

The second component is special needs. If a program identifies children and/or families with special needs, then program activities must be designed and implemented to meet the needs. Bilingual instruction is the most pressing special need in California, and the two most prevalent languages are Spanish and Chinese. Multicultural programs are presented, as well as program adjustments to enroll special education children. There are not many special education (handicapped) children in child development because California's reimbursement rate to agencies is generally not sufficient to cover the increased costs of enrolling a special education child.

The third required component is health services. Mainly, health services are screening requirement activities for each child enrolled in the program. For all programs, there is a requirement that the health services and a health record for each child be maintained, and a daily health screening be given by the nurse in the program or a trained aide who checks for communicable diseases, etc.

COMPONENTS FOR A CHILD DEVELOPMENT PROGRAM

1. EDUCATIONAL DEVELOPMENT
2. SPECIAL NEEDS AREAS
    a. Bilingual Instruction
    b. Multicultural Programs
    c. Special Education Children
3. HEALTH SERVICES
4. NUTRITION SERVICES
5. SOCIAL SERVICES
6. PARENT EDUCATION/PARENT INVOLVEMENT
7. STAFF DEVELOPMENT
8. EVALUATION

CHART 4

There is a mandate that follow-up services be sought and acquired for those children in need. California's general funded programs do not provide follow-up medical or dental attention but the programs are required to make every effort to see that the parent uses Medi-Cal services or other available medical and dental treatment services.

The fourth required component is nutrition services. In both the part-day and full-day programs, a federal Type A lunch is served, and in most programs, at least one snack is provided. Many of the programs also provide breakfast as well as an after-school snack. The nutrition programs are funded mainly by federal Special Food Services allotments; however, since not all of the costs are covered by that funding source, many of the additional costs are attached to the contracts between the agency and the Department of Education. Some of the school districts in California levy a tax for meals for needy children, and this source is used as supplemental revenue. The programs use available surplus foods and commodities as a supplement to the programs. The programs are planned by a dietician. Each meal is served family-style for the staff and children because nutrition education is a very important part of the program. Parents are encouraged to eat with the children when they volunteer in the program and this is an important aspect of the parent education component.

The fifth required component is social services. Most of the programs have social workers on their staff or social workers under contract for immediate consultation. There are many opportunities for referral services for a variety of family needs. The programs utilize community aides for much of this referral service, so that all agencies available to an AFDC family are utilized.

The sixth component is parent education and parent involvement. Each program is required to maintain a parent advisory committee and this committee is encouraged to participate in all aspects of the program. The Department of Education holds the contracting agency's governing board responsible for all aspects of the contract, but most agencies permit the advisory committee to play a significant role in personnel and program evaluation. The committees are advisory and the authority and responsibility rests with the agency's governing board. Most programs provide a parent education component where evening or weekend classes are conducted for the parents to meet specific needs identified by the parents. Also, parent education is sometimes a laboratory course which accompanies the preschool program.

The seventh component is staff development, which is continuous inservice training of all staff in the program. Most staff development is offered separately for professionals, paraprofessionals, and volunteers but the most effective programs combine parts of their training. Staff development activities may be conducted by the child development agency or they may be contracted with nearby adult education, community colleges, or universities.

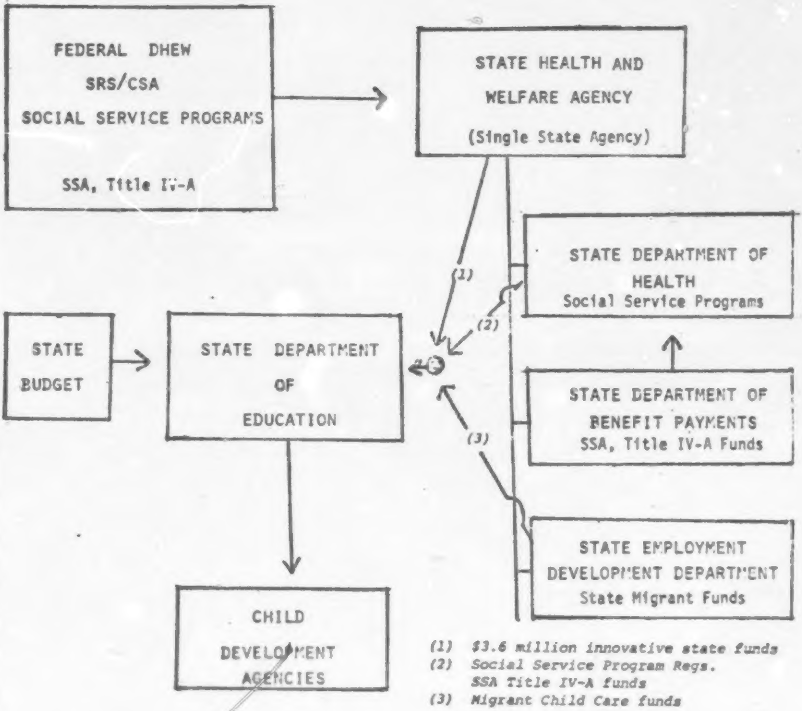
The eighth component is a required program evaluation which is conducted annually and submitted to the Department of Education. The evaluation is compiled at the State level by the Department's Office of Program Evaluation and Research, and a composite State report is issued annually by that office. The programs for the past few years have been asked to report by discrepancy evaluation. This type of evaluation involves the agency setting forth its child-oriented objectives and its program process objectives for the contract year. At the end of the year, there is an assessment by the agency as to whether or not they attained these objectives and any discrepancies are noted. The overall evaluations have been extremely favorable whereby most agencies are attaining their objectives at the 80 to 90 percent level. The objectives are set by the agency in cooperation, consultation and negotiation with the Department of Education's professional staff assigned to that agency. This is a key responsibility of the Field Services staff in the area of program development.

Interagency Agreements

The Child Care Services Programs in California are administered by the State Department of Education through interagency agreements (Chart 5). The agency designated by State statute as the single state agency for social services in California is the Health and Welfare Agency. This is the agency recognized by the federal Department of Health, Education and Welfare, Social and Rehabilitation Services, Community Services Administration as that single state agency responsible for all social services in California. There are eight departments in the State Health and Welfare Agency, three of which have an impact on child care services. These three departments within the Health and Welfare Agency are the State Department of Health, which has been given responsibility by the Agency for administrative implementation of all social service programs, the State Department of Benefit Payments, which is responsible for all fiscal matters pertaining to Title IV-A, Social Security Act funds; and, the State Employment Development Department, which is responsible for contracts to operate government-subsidized housing units with county housing authorities for migrant families.

The State Department of Education, as reflected on Chart 5 enters into agreements with the Health and Welfare Agency and two of the State Departments in order to derive funds and authority to implement child development programs. The Department of Education executes an interagency agreement with the Health and Welfare Agency to acquire approximately $3½ million State General Funds which are used for federal match purposes to fund the innovative programs previously mentioned. Similarly, the Department of Education executes an interagency agreement with the Employment Development Department to acquire approximately $500,000 from the General Fund

STATE OF CALIFORNIA INTERAGENCY STRUCTURE FOR DEPARTMENT OF EDUCATION'S CHILD CARE SERVICES PROGRAMS


FEDERAL DHEW
SRS/CSA
SOCIAL SERVICE PROGRAMS
SSA, Title IV-A
STATE HEALTH AND
WELFARE AGENCY
(Single State Agency)
STATE DEPARTMENT OF
HEALTH
Social Service Programs
STATE DEPARTMENT OF
BENEFIT PAYMENTS
SSA, Title IV-A Funds
STATE EMPLOYMENT
DEVELOPMENT DEPARTMENT
State Migrant Funds
STATE
BUDGET
STATE DEPARTMENT
OF
EDUCATION
CHILD
DEVELOPMENT
AGENCIES
(1)
(2)
(3)

(1) $3.6 million innovative state funds
(2) Social Service Program Regs.
SSA Title IV-A funds
(3) Migrant Child Care funds

CHART 5

to use for federal match purposes for migrant child care programs. A master interagency agreement is executed between the State Department of Education and the State Department of Health for regulatory responsibility and more than $47 million of Title IV-A, Social Security Act funds. The Department of Education uses its appropriation from the California State Budget the State funds derived from the agreements with the Health and Welfare Agency and the State Department of Employment Development as match funds to meet the 25 percent federal requirement for acquisition of Title IV-A Social Security Act funds through the Department of Health. The Department of Education aggregates all of these funds, and within the authority granted by the Child Development Act, enters into agreements and contracts with child development agencies throughout the State to provide programs for families and children.

Program Controls

The list on Chart 6 indicates the multitude of controls placed upon the State Department of Education and, in turn, the child development agencies with which it contracts. The Department of Education, under the Child Development Act, was designated California's single state agency for child development programs. However, the Department has been unable to acquire a waiver of the single state agency social services requirement from the Federal Government, and this has necessitated the interagency agreements previously detailed. In addition to language of the interagency agreements, there are many other statutory and regulatory controls placed upon the Department of Education. The Department is unable to set forth social service regulations which are the responsibility of the single state agency, and this inability to regulate the child care portion of social services has created some delays in overall program implementation and continuity of service.

CHILD CARE SERVICES PROGRAM CONTROLS

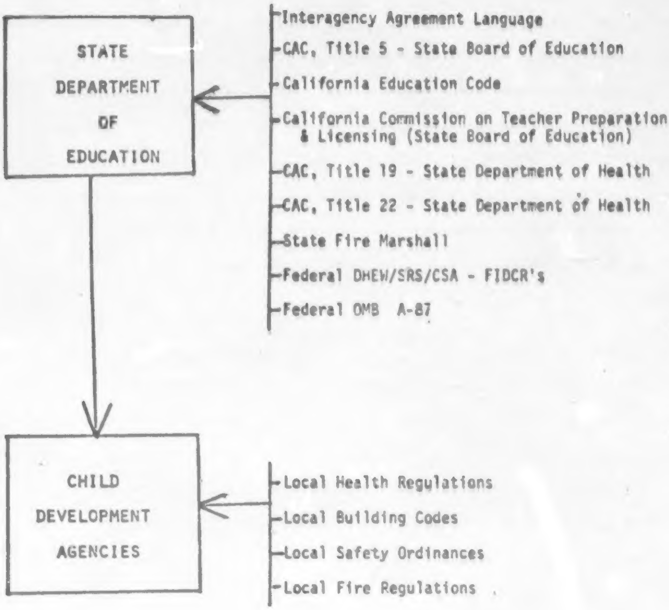

STATE DEPARTMENT OF EDUCATION
Interagency Agreement Language
CAC, Title 5 - State Board of Education
California Education Code
California Commission on Teacher Preparation & Licensing (State Board of Education)
CAC, Title 19 - State Department of Health
CAC, Title 22 - State Department of Health
State Fire Marshall
Federal DHEW/SRS/CSA - FIDCR's
Federal OMB A-87
CHILD DEVELOPMENT AGENCIES
Local Health Regulations
Local Building Codes
Local Safety Ordinances
Local Fire Regulations

CHART 6

The other controls placed upon the State Department of Education include the *California Administrative Code*, Titles 5, 19 and 22. The State Board of Education has the power to regulate Title 5 but the State Department of Health has that authority for Titles 19 and 22. Additional regulations include all appropriate sections of the *California Education Code* and rulings by the California Commission on Teacher Preparation and Licensing. Even though this Commission processes its regulatory function through the State Board of Education, it is independent of the California State Department of Education. The State Fire Marshal and other federal regulations such as the *Federal Interagency Day Care Requirements* and *Office of Management and Budget Circular A-87* from the Federal Government are other controlling elements. The Department of Education incorporates these controls in its contracts with local child care provider agencies. These agencies are also subject to all local health, building, safety and fire regulations, codes and ordinances as may be appropriate for their programs.

The Department of Education is responsible for insuring that each of its contractors' programs and facilities meet the statutes, regulations, codes, ordinances, etc., as detailed by Chart 6. If a local child development agency does not contract with the Department of Education, then the agency must acquire a facility license from the State Department of Health Licensing Section or its regional offices located throughout the State. This dual licensing or accreditation has been charged by some as an inefficient and ineffective approach to local child development program certification. A clear distinction made by the Department of Education and the Department of Health has alleviated much of this concern. If an agency is not under contract with the Department of Education, then the agency will do business with the Department of Health Licensing Section. This clear distinction is easily understood in most communities.

In September 1973, the California State Department of Education implemented a comprehensive compliance system for all contracts. The compliance system involves Phase I which reviews a site for adherence to all physical standards as well as certain safety, health and staffing regulations. A Phase II compliance review involves an assessment of an agency's management capabilities as well as its fiscal reporting procedures, attendance accounting, and eligibility documentation. Each of these phases has been thoroughly implemented and well received by local child care contracting agencies. The third phase of the process involves a subjective program assessment by the local provider agency with the assistance and concurrence of the State Department of Education. This Phase III assessment has been done on a pilot basis during the last 18 months and the final document to be used by all agencies has not been completely processed and approved. The program assessment calls upon self-evaluation by the local agency and it also demands keen judgment by State Department of Education personnel. This part of the process is probably the most significant for changing the program to benefit children and families using child development services in California. The Department of Education's goal is to survey an agency once every three years with the Phase III comprehensive program assessment. The Department has and will continue to assess a contractor's compliance with Phases I and II on an annual basis. The Department of Education formulates and promulgates the necessary rules and regulations for preschool programs and the school-age parenting and infant development program.

Agencies, Children and Funds

Charts 7 and 8 provide you with a brief overview of the massiveness of California's child care services programs. Chart 8 indicates that child care services are available in 55 of California's 58 counties. The Kings County area in the Central Valley has a Work Incentive contract for child care and three other counties do not have any child care service contracts with the Department of Education. A planned effort toward "Statewideness" has added programs in areas

CHILD CARE SERVICES PROGRAMS: 1974-75 As of 12/31/74

1. CHILDREN'S CENTERS
    - (a) Public School Districts
        - (1) *81* Districts
        - (2) *31,257* Children
        - (3) *$39,600,943* State/Federal
    - (b) Private Agencies
        - (1) *2* Agencies
        - (2) *78* Children
        - (3) *$211,415* State/Federal
2. MIGRANT CHILD CARE CENTERS
    - (a) Public Housing Ageas
        - (1) *10/29* Agencies/Centers
        - (2) *2,000* Children *975 ADA, 1,500 Capacity*
        - (3) *$1,750,000 (73-74)* State/Federal
    - (b) Non-Public Housing Areas
        - (1 --/-- Agencies/Centers
        - (2) ----- Children
        - (3) $---- State/Federal
3. INNOVATIVE PROGRAMS (AB 99/72)
    - (a) Public Agencies
        - (1) *28* Agencies
        - (2) *4,286* Children
        - (3) *$4,135,211* State/Federal
    - (b) Private Agencies
        - (1) *49* Agencies
        - (2) *3,756* Children
        - (3) *$5,882,706* State/Federal

CHART 7

4. COUNTY CONTRACT CENTERS (AB 282/72)

(a) Public Agencies

(1) 14 Agencies
(2) 1,280 Children
(3) $2,932,272 State/Federal

(b) Private Agencies

(1) 68 Agencies
(2) 4,422 Children
(3) $7,981,141 State/Federal

5. CAMPUS CHILDREN'S CENTERS

(a) Two-Year Colleges

(1) 8 Colleges
(2) 817 Children
(3) $721,231 State/Federal/Local

(b) Four-Year Colleges & Universities

(1) 6 Colleges & Universities
(2) 536 Children
(3) $472,705 State/Local

6. COUNTY WELFARE (SOCIAL SERVICES) DEPARTMENT CONTRACTS

(1) 38 Counties
(2) $3,052,805 State/Federal
(3) 2,017 Approx. number of Children

TOTALS

(1) 804 Agencies
(2) 50,449 Children
(3) $66,720,429 Local/State/Federal

"STATEWIDENESS"

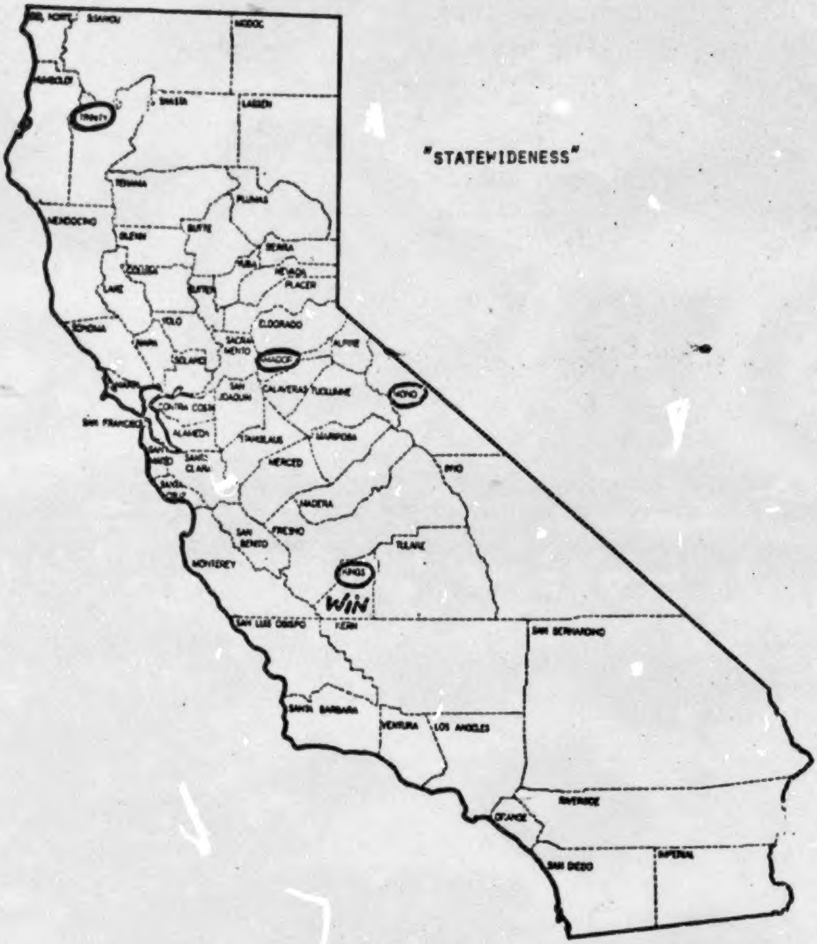

DEL NORTE
SISKIYOU
MODOC
HUMBOLDT
TRINITY
SHASTA
LASSEN
TEHAMA
PLUMAS
MENDOCINO
GLENN
BUTTE
SIERRA
COLUSA
YUBA
NEVADA
PLACER
LAKE
SUTTER
SONOMA
YOLO
EL DORADO
NAPA
SACRAMENTO
ALPINE
SOLANO
AMADOR
MARIN
SAN JOAQUIN
CALAVERAS
TUOLUMNE
MONO
CONTRA COSTA
SAN FRANCISCO
ALAMEDA
STANISLAUS
MARIPOSA
SAN MATEO
SANTA CLARA
MERCED
INYO
SANTA CRUZ
MADERA
SAN BENITO
FRESNO
TULARE
MONTEREY
KINGS
WIN
SAN LUIS OBISPO
KERN
SAN BERNARDINO
SANTA BARBARA
VENTURA
LOS ANGELES
RIVERSIDE
ORANGE
SAN DIEGO
IMPERIAL

CHART 8

of the State which previously had little or no services, and it has satisfied some federal concerns. Many of the counties have a vendor payment contract which is reflected as item 6 on Chart 7.

Chart 7 is a listing of the types of child care services programs, number of agencies, number of children, and amount of contracted funds as of December 31, 1974. It should be noted that State administrative costs are not reflected in this listing.

Each of the child care services programs is detailed regarding public or private agencies. Private agencies include nonprofit and proprietary which are both eligible for contracts with the Superintendent of Public Instruction. The child care services program serves approximately 50,000 children in more than 300 agencies with the local assistance amounting to more than $66 million.

The California State Preschool Program is operated by 185 agencies, of which 118 are school districts and 67 are private agencies, colleges or county superintendents of schools offices. This program serves approximately 19,400 three- and four-year old children with a part-day educational experience. The California General Fund totally supports this program at slightly more than $21.8 million. At the time of the writing of this paper, specific information for 1974-75 regarding preschool programs funded by Educationally Disadvantaged Youth, SB 90 funds, or ESEA Title I funds was not available.

Child Development Programs Support Unit

In the Child Development Programs Support Unit the four teams previously noted have specific functions (see sample functions on Chart 9). Each team is headed by an Early Childhood Education Administrator I who is responsible to an Early Childhood

CDPSU TEAM FUNCTIONS *(SAMPLE)*

NORTHERN AND SOUTHERN FIELD SERVICES TEAMS

1. Program development assistance.
2. Phase I - II - III compliance reviews.
3. Act as primary SDE contact with child development provider agencies.
4. Conduct workshops to increase the quality and management of child development programs.
5. Provide interagency and intra-interdepartmental representation for and with local agencies.

FUNDING ASSISTANCE SERVICES TEAM

1. Prepare all fiscal and statistical managerial reports.
2. Prepare fiscal letters and apportionment schedules.
3. Keep a fiscal profile and fiscal data bank on each agency.
4. Internal procedures for amendments, revisions or capital outlay approvals and/or denials.
5. Review all reports for fiscal management implications.

DEVELOPMENT SERVICES TEAM

1. Identify policy issues and recommend solutions.
2. Develop program guidelines and proposed regulations.
3. Work on interagency guidelines, regulations, contracts and agreements.
4. Develop SDE state plan for child development.
5. Act as Unit resource for statute, regulation or guideline interpretations.

CHART 9

Education Administrator II, (the section administrator). Each team is comprised of Early Childhood Education Consultants, Early Childhood Education Assistant IIs, Early Childhood Education Assistant Is and Governmental Analysts. Each level within this differentiated staffing has particular responsibilities appropriate for the job classification. The chart reflects five of the functions for which each team is responsible, but the list is by no means all-inclusive. The Field Service teams are the primary contacts with each of the provider agencies and they are responsible for the necessary professional and technical assistance to local agencies. The Department has seen the need for a staff support Funding Assistance Services team to provide fiscal management information and data for Field Service representatives to give local agencies adequate and accurate advice. Each of the contracts represents a substantial commitment of public funds and the continual monitoring of the contract is of vital concern to the Department. The Funding Assistance Services team works directly with local agencies on extremely difficult fiscal matters and also is called upon in rare instances to review the fiscal structure within a local agency. The Unit itself does not perform fiscal audits comparable to those done by certified public accountants because this function is not the specific responsibility of the California State Department of Education. There have been instances when the Department of Education contracted with independent public accounting firms for data regarding some provider agencies. Each agency is responsible for filing an audit of its prior year contract and the acceptance and approval of such an audit is a requirement for each subsequent year's funding.

The Development Services team is responsible for formulation of many regulations, guidelines, contract content and overall planning for Child Development Programs in California. The Development Services team functions as a staff support to the

Unit management and the Field Service teams. They develop the necessary framework within which all legislation and regulatory efforts are directed. The Development Services team works in conjunction with Field Services and Funding Assistance to formulate necessary management information and monitoring documents in order to insure the appropriateness, completeness and compliance of all contracts between the Department of Education and provider agencies. The working relationships among these four teams is a responsibility of the section administrators. The section administrators are responsible for direct line administration of the two teams under their supervision.

Current Program Issues

Child Development programs in California are confronted with some major issues. The foremost issue is the same facing all social programs: lack of funds to meet the demands of the day. The financial demands are for inflationary adjustments as well as program expansion. Recently the Department received more than $20 million in new applications, specifically to develop programs to serve federally eligible children under current regulations.

The Department of Education has been receiving constant demands for expansion of the State Preschool Program for part-day educational experiences for four-year-old children. The demand has increased since the Department has implemented its successful ECE program for kindergarten through third-grade children. Most public schools and their respective parent advisory committees are aware of the significant results when a preschool program is at the school and is well articulated with the primary program. Therefore, the demand for this program has continued to increase significantly the past two years.

A second issue facing California is the new Title XX of the Social Security Act, better known as the Social Services Amendments of 1974. Regulations will be promulgated by California's single state agency and a well-coordinated, publicly developed State Plan is necessary for all social services under Title XX. The specific contractual responsibilities of the Department of Education and relationships with the State Department of Health will play a vital role in determining the priority of child care services within the State Social Services Plan. The State Department of Education is developing a comprehensive Child Development State Plan. Only a portion of Education's State Plan is federally subsidized and supported by Title IV-A, Social Security Act funds. Throughout the program structure, there is need to clearly define the role of California's county welfare departments or local departments of social services. These departments have historically played a significant role in determining the eligibility of all families for child development programs. A clearer definition of this role will be forthcoming under the State Plan for Title XX.

This document has been prepared as an informational statement on California's child development programs. California's goal is to provide each family and child with an educationally based program to meet their individual needs through successful program implementation. The Department of Education will continue to ensure program quality, improvement of contractor management systems, and program expansion. If you wish additional information regarding California's child development programs, please write the Child Development Programs Support Unit, 721 Capitol Mall, Sacramento 95814. Please feel free to direct any and all questions to the Unit's administrative staff.

2/15/75

Mr. CORNELL. The subcommittee will adjourn to the call of the Chair.

[Whereupon, at 1:10 p.m., the subcommittee adjourned, subject to the call of the Chair.]

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